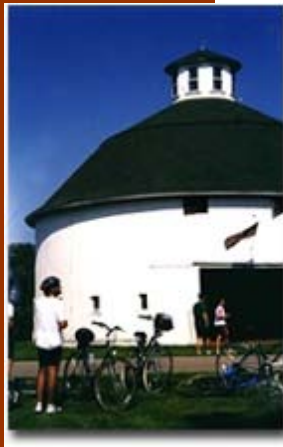


Jackson County Comprehensive Plan



Adopted September 19, 2006

K.K. Gerhart-Fritz, AICP

The Planning Workshop

Communication + Education = Effective Planning



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Indianapolis, IN 46250

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Photos courtesy of Jackson County Visitor's Center Web Site



JACKSON COUNTY BOARD OF COMMISSIONERS RESOLUTION 2006- 4

WHEREAS, the Jackson County Board of Commissioners is aware that the master plan for Jackson County was adopted in 1968 and has never been revised, and

WHEREAS, the Jackson County Plan Commission has employed a planning consultant and has conducted numerous public meetings and has had considered input from a variety of local citizens in developing a new comprehensive plan for Jackson County, and

WHEREAS, the Jackson County Board of Commissioners are hopeful that a new comprehensive plan will assist public and private entities in planning for the future growth of the unincorporated areas of Jackson County, and

WHEREAS, the Jackson County Plan Commission, after notice to the public, held a public hearing on a draft Comprehensive Plan for Jackson County, which had previously been made available for public review at the office of the plan commission and at the public library in Brownstown. (A copy of the Comprehensive Plan is attached hereto in electronic format on a compact disk). After hearing public input, the Plan Commission voted 7-0 (with 2 absent) to recommend that the Board of Commissioners of Jackson County adopt the Comprehensive Plan.

WHEREAS, the finished product of the Jackson County Plan Commission has been presented to the Jackson County Board of Commissioners, in a document entitled "Jackson County Comprehensive Plan, August 5, 2006."

BE IT THEREFORE RESOLVED, by the Board of Commissioners of Jackson County, that the Board accepts and approves the "Jackson County Comprehensive Plan, August 5, 2006."

ADOPTED THIS 19th DAY OF SEPTEMBER, 2006 AT BROWNSTOWN,
INDIANA.

JACKSON COUNTY BOARD OF COMMISSIONERS

Gary Darlage
Gary Darlage, President

J. Stephen Giff
J. Stephen Giff, Commissioner

Jerry D. Fish
Jerry D. Fish, Commissioner

ATTEST:

Debra F. Eggeman
Debra F. Eggeman, Auditor



Jackson County Comprehensive Plan

Steering Committee Membership

Mary Ann Ault, Carr Township Trustee	Barb Martin, Freetown Improvement Assoc.
Richard Beckort, Jackson Co Extension Agent*	Bruce McKinney, Pershing Township Trustee
Richard (Rick) Borges II, realtor	Joe Miller, Rose Acre Farms
Richard Brackemyre*	Larry Morrison, The Banner
Bob Branaman, The Peoples Bank	William Nagle, Crothersville Town Council
Sherry Bridges*	Jerry Otte*
Melba Darlage, Wash. Twp Trustee & Assessor	James A. Phillips, Brownstown Town Council
Dan Davis, The Tribune	Paul Ramsey, Jackson County Health Dept.
John Duell, tree farmer	Ruth Ann Rebber, Jackson County United Way
Francis Elliot, Plan Commission President*	John Rothring, Attorney
Jason Fee, former county highway engineer	Keith Rudge, Spring Hill Camp
Jerry Fish, Plan Commission member	Tom Snyder, farmer
Marina Gill, historic preservationist	Tina Stark, Jackson County Visitor Center
Bob Gillaspy, Jackson-Jennings Builders Assoc.	Jerry Tracey, Jackson County Surveyor*
Debbie Hackman, citizen	Fred Vogel, Jackson-Jennings Builders
Everett Hackman, Township Trustee & Assessor	Jim Wayman, Wayman & Associates, Inc.
Jennifer Isaacs, Brownstown Township Trustee	Mike Weir, Jackson Co Building Commissioner
Jonathan Isaacs, surveyor	Tony A. Wesner, Rose Acre Farms
Eric R. Johnson, IDNR, Div. Of Forestry	Steve West, West Construction
Carol King, realtor	Carol Wheeler, Driftwood Township Trustee
Kurt Kovener, Vernon Township Trustee	Jim Wichman, IDNR
Steve Krecik, forester*	Mary Winburn, Jackson Co. Industrial Dev Corp
James Lucas, Jackson County Drainage Board	Curtis Wischmeier, farmer*
Joseph K. Markel, attorney	Shondra Zaborowski, citizen
Bob Marley, Jackson Jennings Co-op	<i>* Member of Jackson County Plan Commission</i>

Recommended for Adoption after a public hearing on August 24, 2006 by the Jackson County Plan Commission

Adopted September 19, 2006 by the County Commissioners of Jackson County, Indiana, Resolution # 2006-4.

There were many other individuals who devoted considerable time and effort toward the creation of this Plan. Jackson County is sincerely grateful to all those who participated in the Comprehensive Planning process.

Special Thanks: Bob Sparks, Jackson County Surveyor's Office for the Plan Mapping

Planning Consultant:

K.K. Gerhart-Fritz, AICP

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Chapter 1 -- Planning Basics

Why do communities plan?

From the earliest settlements, communities in the United States have been laid out according to plans:

- Towns and villages usually located on uplands, where there was safety from floodwaters.
- Buildings arranged for efficiency in commerce and in the affairs of government.
- Farms in outlying areas, providing a buffer of green space for the town and protecting the town from the dust and odors from animals and cultivation.
- Settlers tried to select areas with abundant water, and to make the towns easier to defend, these pioneers also sought locations with clear views of the surrounding area.

One of the reasons communities engage in a planning process is to ensure that the needs of the whole community are considered, and not just benefits to individuals. Community planning is based upon a concept of the public interest. Some flexibility in the use of individual land is given up in exchange for creating a community in which the interests of all are considered.

Jackson County public officials, you are trustees of the future, and have a responsibility to help prevent growth patterns that result in wasteful and inefficient use of public resources.

When communities plan, they establish and implement a public policy for the community. They create a guideline for decisions on development. Plans help a community achieve a character of its own, one that residents recognize and support. Through the planning process, residents decide what their community character should be. Attitudes and values differ from one place to another, and a good plan will reflect the unique local culture.

If all counties were the same, one plan would suffice for all. Each county is different, and a plan should enhance the unique characteristics of each place. One county may wish to emphasize its historical importance while another may pride on being a county of the future. Many Indiana cities, towns, counties have a distinct character that makes them different one another. A plan that works for one will not work for another!

Two things distinguish a great place from an ordinary place: satisfactory services and desirable amenities

Is Jackson County a great place or an ordinary place?

But

itself
and
from

The bottom line is that Planning's Fundamental Goal is to improve our community.

Benefits of Planning

Planning can benefit a community in many ways:

- It helps local government provide services efficiently
- It helps ensure that developers pay their fair share of improvements
- It directs development to areas with sufficient capacity to support it (i.e., new subdivisions in locations where there are available classrooms, industries where utilities are available)
- It coordinates development and future capital expenditures such as streets
- It saves paying for remedies for poorly planned development, such as purchasing right-of-way or easements to widen streets or extend utilities
- It protects property values . . .
- It preserves and enhances community character
- It improves quality of life
- It can lower local taxes by promoting more efficient government spending . . .
- It keeps adjacent uses compatible
- It makes communities healthier . . .
- It provides for safe streets and sidewalks
- It prevents unwise development, such as residences in flood areas or subdivisions without proper sewage disposal
- It protects environmental quality

What is a Comprehensive Plan?

A comprehensive plan is the adopted official statement of a local government that sets forth (in words and maps) goals, policies, and guidelines intended to direct the present and future development that occurs within its jurisdiction. Jackson County's last plan was done in 1968. Seymour has its own plan that covers its city limits and an area outside their boundaries.

In Indiana, it is the plan commission's responsibility to prepare and adopt a plan and to recommend it to the city or town council or county commissioners for adoption. In preparing a plan, the commission may be assisted by staff, by consultants, by volunteers, or by any combination of the three. Jackson County's plan was done by a combination of efforts from staff, volunteers and a professional planning consultant.

Features of Comprehensive Plans

The following features should characterize any comprehensive plan:

- Emphasis on physical development
- Comprehensive and general
- Realistic and practical
- Long-range
- Easy to understand
- Easily accessible
- Reflects a community consensus.

Comprehensive Planning vs. Zoning

A comprehensive plan is a policy document, not a zoning ordinance. The plan is meant to be a general guideline, setting direction. Alone, the Comprehensive Plan does not have full impact on land development or the provision of community services. It is a valuable tool when it is used in setting policy and in making land use decisions, like rezonings or use variances. The biggest implementation tool for a comprehensive plan is the zoning ordinance, which sets up detailed regulations that will help make the plan for the future a reality.

Plan Contents

In Indiana, comprehensive planning is permitted by the 500 Series of Title 36-7-4 of the Indiana Code. This law empowers cities, towns, and counties to adopt plans. Any plan adopted in Indiana must contain at least the following three elements:

1. A statement of objectives for the future development of the jurisdiction.
2. A statement of policy for the land use development of the jurisdiction.
3. A statement of policy for the development of public ways, public places, public lands, public structures, and public utilities.

In addition, the law provides for a number of optional elements, including parks and recreation, flood control, transit, natural resource protection, conservation, flood control, farmland protection, education, and redevelopment of blighted areas. Most comprehensive plans in Indiana have some of these optional elements.

Indiana's minimum requirements for a comprehensive plan are much less complex than in most other states. The planners, lawyers, and legislators who drafted the law tried to make it flexible, so that it could be used by large cities, small towns, and counties. They recognized that many Indiana communities do not employ trained professional planners and cannot afford to hire consultants. At the same time, the law prohibits communities from regulating land use and development if they have not first engaged in a process of thinking about the future.

Comprehensive Planning Rules

At the beginning of the planning process, the consultant introduced the steering committee and local official to a set of "rules" she developed that would guide development of the comprehensive plan:

- Getting a community consensus is essential to a successful planning process. Consensus is not 100% agreement, and it may not always even be the majority vote.
- The plan should be general; it is a guide to development, not a tool for determining the precise location of each feature.
- The plan should be designed to build on strengths and to lessen weaknesses.
- The plan should have a long-range component aimed at shaping the community for one generation (looking 20-25 years into the future).
- The plan should be developed with implementation tools in mind.
- The plan is not an ordinance; it is adopted by resolution. A resolution is more appropriate than an ordinance, because the plan is a guideline, not a regulation.
- A good planning process provides for participation by elected officials and ensures regular communication. If the process is done right, legislative rejection should not be a serious alternative, and any amendments to the draft plan should be minor.
- The county should review the plan regularly and initiate amendments when they are needed.
- The citizens of Jackson County have two primary ways of giving public officials direction on land use decisions: by attending a public meeting and by participating in the comprehensive plan process.

Plan Jurisdiction

Jackson County, Indiana was founded in 1816 and named for Andrew Jackson, hero of the Battle of New Orleans in the War of 1812. The county seat is Brownstown and the largest city is Seymour, neither of which is included within the planning jurisdiction of the county. Jackson County covers slightly more than 509 square miles or 325,760 Acres. Approximately 10% of the County's land is currently within the boundaries of an incorporated city or town, which again, are not included in this comprehensive plan.

Chapter 2: The Planning Process

The comprehensive planning process can be just as important as the final plan document, if not more so! The planning process serves as an opportunity to bring different organizations and individuals together that normally might not mix, let alone discuss different issues and viewpoints together. Many times the energy involved in the creation of the comprehensive plan ends up leading to other collaborations and efforts between participants. In addition to getting to know each other better, the planning process can be a great opportunity to tackle other projects. For example, Jackson County used the comprehensive planning process as an occasion to further develop their Geographic Information System (GIS) capabilities.

Public Participation

Public participation is a crucial part of the planning process. Instead of being a single step, it should actually take place throughout the process. Efforts were made to maximize public involvement through the use of flyers, press releases, letters of invitation and e-mail alerts.

STEERING COMMITTEE PROCESS: Under Indiana law, the plan commission is in charge of overseeing updates to a community's comprehensive plan. Jackson County's Plan Commission agreed to use a special sub-committee to guide the planning process, comprised of plan commission members and other citizens representing the county. The steering committee attended a training session and then met more than a dozen times during the process to guide the preparation of the plan.

FOCUS GROUPS: In February 2005, staff and the county planning consultant facilitated five focus groups, each lasting 60 to 90 minutes. Each focus group participated in a traditional SWOT (Strengths, Weaknesses, Opportunities, and Threats) exercise. The focus groups were: Agriculture, Transportation, Parks and Recreation, Economic Development, and Housing and Residential Lots. See Appendix A for a summary of the responses.

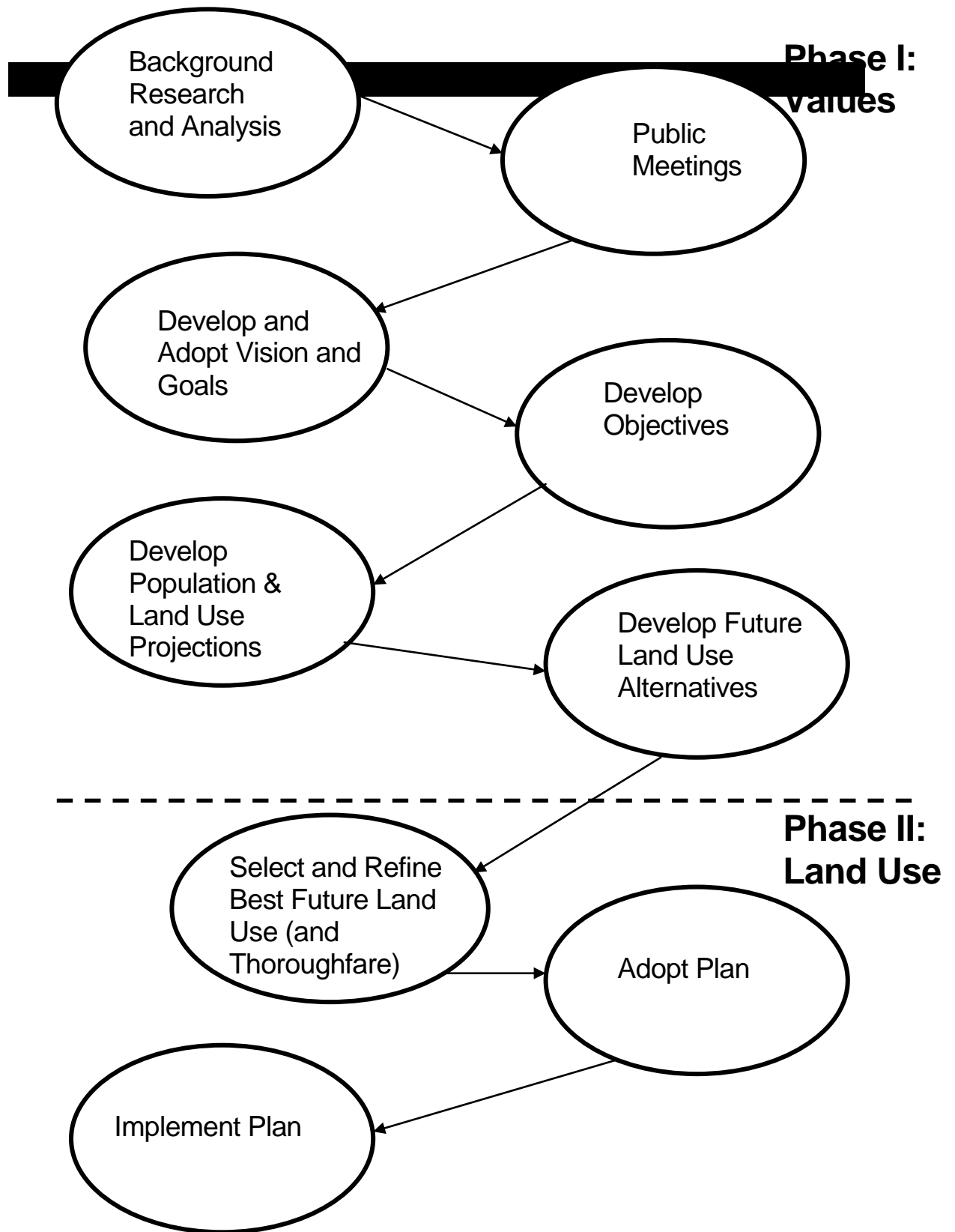
PUBLIC INPUT OPEN HOUSES: The steering committee held three meetings in April of 2005 to gather input from the public. The meetings were held as follows:

- APRIL 14, 2005, 8 PM, Lutheran Central Gym, 415 N. Elm ST, Brownstown
- APRIL 21, 2005, 6 PM, Crothersville Fire Station, 200 Moore ST, Crothersville
- APRIL 26, 2005, 6PM, Freetown Community Center, 6785 Union ST, Freetown

Each meeting had an identical format and began with an overview of the planning process. The attendees were then divided into small groups to brainstorm issues facing Jackson County; at the end of the meeting, attendees were given an opportunity to vote for their top issues. The steering committee used the results of these meetings to help form a set of goals and objectives for the County's new comprehensive plan.

PUBLIC WORKSHOP: On July 12, 2006 at the Jackson County Courthouse, the steering committee hosted a workshop to get input from the public regarding different future land use alternatives. The meeting was an open house format, meaning people could stop by anytime within a four hour time period. The steering committee developed two generalized future alternative development scenarios, based on the previously adopted goals and objectives. These mapped scenarios illustrated different mixes and distributions of land uses and different density concepts. Attendees were asked to fill out a worksheet, and for each land use category (single family, commercial, etc.), they were asked to select their favorite alternative, which could be one of the two mapped alternatives, a 3rd suggestion not mapped (typically another steering committee idea) or their own suggestion.

The Planning Process



Chapter 3: Vision, Goals & Objectives

The vision, goals and objectives for this comprehensive plan were written based on community input from earlier public meetings, focus group meetings and steering committee input. There is a hierarchy of these written elements, from general (vision) to detailed (objective).

What is a Vision?

A vision is a statement that reflects local potential and makes a commitment to future action. A vision generally describes what the community wants to be. It should be clear, succinct and purposeful. It should be a statement that everyone generally agrees with. The vision statement for the Jackson County Comprehensive Plan is:

Jackson County will evolve into a more desirable place to live, work, recreate, visit and invest because of our quality of life (including our schools), our location, our positive values and our growth potential.

What are Goals and Objectives?

A goal is a concise statement that describes in general terms, a desired future condition. Goals were developed for the following plan topics: Government & Services, Agriculture, Community Character, Housing, Environment, Transportation, Economic Development and Parks & Recreation

An objective is a statement that describes a specific measurable future condition that is to be attained during a stated period of time. Objectives are recommendations on how a goal will be accomplished; there should be at least one objective for each goal statement.

Early Adoption of Goals

Early in the planning process, the steering committee expressed concerns that the current plan, developed in 1968, was so dated that it was no longer useful. The agreed upon strategy was to go ahead and have the County adopt the new goals immediately. This action would set the agreed upon direction for the rest of the plan's development, and it would also help address current development requests, since state law requires consulting the comprehensive plan when considering whether criterion has been met for rezoning requests and use variances.

Written statements are an important part of a comprehensive plan, and give important direction to the planning process, including development of the future land use map. Jackson County formally adopted the vision statement and goals for this plan on June 21, 2005. The objectives were then developed to further guide the direction of the remaining plan elements (i.e., thoroughfare plan and future land use map) as they were created, and the adoption by the Plan Commission was an implicit agreement that there is consensus about the direction of the plan.

GOALS AND OBJECTIVES FOR JACKSON COUNTY

GOVERNMENT & SERVICES

GOVERNMENT & SERVICES GOAL I: Foster quality schools.

Objective A: Adopt agreements with school corporations to use school facilities for recreation and community meetings.

Objective B: Coordinate with schools on all planning efforts for both the County and the School Corporations.

Objective C: Consult with the applicable school corporation on large development projects.

Objective D: Formally consider the impact of all rezoning requests on the applicable school corporation.

GOVERNMENT & SERVICES GOAL II: Maintain and improve the quality of law enforcement.

Objective A: Implement neighborhood watch programs throughout Jackson County.

Objective B: Develop a local strategy to guard against terrorism, including eco-terrorism.

GOVERNMENT & SERVICES GOAL III: Increase the availability and accessibility to quality healthcare.

Objective A: Improve accessibility to services by continuing to explore public transportation.

Objective B: Evaluate the need for satellite medical clinics around Jackson County in the future.

GOVERNMENT & SERVICES GOAL IV: Provide adequate funding for county services.

Objective A: Create a capital budget plan for Jackson County, to encourage planning for large capital expenditures.

Objective B: Find alternative sources of funding for parks and recreation.

Objective C: Review all possible funding methods available to the county, in order to increase available income.

Objective D: Raise fees and fines so they are more in keeping with the rest of the state.

GOVERNMENT & SERVICES GOAL V: Complete and implement a new comprehensive plan.

Objective A: Develop a recommended future land use plan as part of the comprehensive plan.

Objective B: Develop a Transportation Plan, as part of the comprehensive plan.

Objective C: A subcommittee of Jackson County citizens and officials, similar in make-up to the comprehensive plan steering committee, shall be appointed by the plan commission to conduct an annual review of the comprehensive plan.

Objective D: After adoption of plan, update zoning and subdivision regulations and make them user-friendlier.

Objective E: Cooperate with the county's Park and Recreation Board to update the Park Master Plan.

Objective F: Develop a countywide drainage plan.

GOVERNMENT & SERVICES GOAL VI: Provide more infrastructure and facilities in the county.

Objective A: Prioritize infrastructure and facility needs.

Objective B: Secure updated telecommunications for Jackson County, including high-speed Internet throughout the county, the installation of fiber optic conduits in new development, the establishment of a fiber optic backbone throughout the County, and the provision of free "hot spots" throughout the County for high speed internet connection.

Objective C: Find funding for county animal control services and a shelter.

GOVERNMENT & SERVICES GOAL VII: Ensure that codes are enforced.

Objective A: Implement ticketing system for zoning, subdivision and code enforcement violations.

Objective B: Encourage all local governments in Jackson County to adopt zoning.

Objective C: Allow only relevant information at public hearings.

Objective D: Educate the Plan Commission and BZA on how legally to make a zoning decision.

GOVERNMENT & SERVICES GOAL VIII: Encourage cooperation between different governmental entities.

Objective A: Encourage regular round table meetings for local municipal officials and Jackson County officials, with a different pre-selected topic each month.

Objective B: Present orientation for new county officials to explain processes and functions in all county offices.

Objective C: Work with Seymour to appoint an ex-officio representative to the county plan commission, and visa-versa.

Objective D: Encourage cooperation between county agencies in order to make the development process user-friendlier.

AGRICULTURAL

AGRICULTURAL GOAL I: Remain an existing and viable farming community.

Objective A: Educate the public about the importance of farming and forestry in local economy.

Objective B: Increase direct sales of agricultural products by such things as expanding the Farmer's Market and making sure zoning allows roadside stands.

Objective C: Issue rural residential building permits in the A-1 and A-2 zoning districts with a disclosure about farm impacts (smell, etc.).

Objective D: Adopt buffer requirements in zoning ordinance for areas between farm, forests and non-farm residential uses.

Objective E: Educate landowners about farmland preservation.

AGRICULTURAL GOAL II: Maintain and improve the management of agricultural resources.

Objective A: Develop residential zoning districts separate from agricultural zoning districts.

Objective B: Direct growth to existing urban areas.

Objective C: Review residential lot sizes.

Objective D: Review permit process for residential development in agriculturally zoned areas.

Objective E: Encourage redevelopment and infill development instead of green field development, through the use of tax incentives and/or other incentives.

AGRICULTURAL GOAL III: Address impacts of changing farming practices.

Objective A: Review and update the zoning ordinance so that it addresses concentrated animal feeding operations.

Objective B: Promote economic growth of agriculture.

COMMUNITY CHARACTER

COMMUNITY CHARACTER GOAL I: Encourage participation in the community.

Objective A: Consider Leadership Jackson County alumni for plan commission and board of zoning appeals candidates.

COMMUNITY CHARACTER GOAL II: Recognize and prepare for changes in Jackson County's population.

Objective A: Make sure that the zoning ordinance allows for a variety of Senior Housing choices to accommodate the county's aging population (i.e., Assisted Living Facility, Accessory Apartments).

Objective B: Work with schools and businesses to offer more language classes.

COMMUNITY CHARACTER GOAL III: Preserve important historic structures.

Objective A: Encourage historic district overlay districts (zoning) for Jackson County.

Objective B: Explore offering tax incentives to rehabilitate older homes.

Objective C: Support the preservation of the County's iron bridges, covered bridges, round barns, brick plant, and other historic sites.

COMMUNITY CHARACTER GOAL IV: Identify and engage the community's institutions (e.g., schools, families, and churches).

Objective A: Encourage developers to hold neighborhood meetings to discuss variance, rezoning or subdivision request, prior to the public hearing.

Objective B: Promote redevelopment in Freetown and other small communities.

Objective C: Protect residential areas, schools and churches by prohibiting the location of sexually oriented businesses nearby.

HOUSING

HOUSING GOAL I: Provide affordable housing.

Objective A: Government fees should be based on the cost of providing service.

Objective B: Allow smaller lot sizes in exchange for common open space in subdivisions.

Objective C: Work with the Health Department to develop a minimum lot size in order to keep property costs down.

Objective D: Promote the use of innovative septic systems.

HOUSING GOAL II: Improve the subdivision process.

Objective A: Set up Administrative Plat, Minor Plat and Major Plat processes.

Objective B: Provide mandatory orientations to new plan commission and board of zoning appeals members and provide mandatory training for all members.

Objective C: Revise the zoning and subdivision ordinances so that the requirements are clear.

Objective D: Create a small committee for plat review.

HOUSING GOAL III: Encourage residential development to be served by sewers.

Objective A: Explore new methods of sewage disposal, including centralized collection sites (cluster model).

Objective B: Set criteria for residential rezoning and development based on availability of public infrastructure.

Objective C: Require a second septic site on each home site.

Objective D: Provide community education on the use and maintenance of septic systems, in order to reduce septic system failures.

HOUSING GOAL IV: Create inspection and enforcement system.

Objective A: Revise building permit fees, based on square footage of home, in order to help fund a county building inspector.

Objective B: Explore partnering with Seymour on inspections or hiring private inspectors.

Objective C: Add minimum property maintenance standards to the county code.

Objective D: Develop minimum standards for mobile homes.

Objective E: Require all contractors to get an annual license from the county, including providing proof of insurance and proof of continuing education upon license renewal.

HOUSING GOAL V: Encourage a variety of housing types.

Objective A: Promote non-traditional housing options such as accessory apartments, townhouses, attached single family or duplexes, condominiums and senior living to provide more housing options for busy professionals, singles and empty nesters.

Objective B: Develop new senior citizen housing in existing communities.

Objective C: Limit mobile home placement to mobile home parks.

Objective D: Create a conservation subdivision district for the zoning ordinance.

ENVIRONMENTAL

ENVIRONMENTAL GOAL I: Improve existing water and air quality.

Objective A: Amend the zoning ordinance to require landscaped areas in parking lots.

Objective B: Encourage preservation of trees.

Objective C: Develop a drainage ordinance for the county.

Objective D: Adopt a county ordinance to restrict open burning of household waste and construction debris.

ENVIRONMENTAL GOAL II: Strive to facilitate and educate about recycling and management of waste.

Objective A: Promote awareness of the Ride to Recycle.

Objective B: Encourage the Solid Waste Management District to promote collection days for toxic household wastes (i.e., paint).

Objective C: Encourage the Solid Waste Management District to offer multiple transfer stations for waste disposal.

Objective D: Encourage the Solid Waste Management District to promote the location of drop-off recycling containers around the county (e.g., at schools, churches).

Objective E: Request that the Solid Waste Management District update Jackson County's Solid Waste Disposal (Landfill) Plan, including addressing maximum number and size of landfills and expansion of the existing landfill.

ENVIRONMENTAL GOAL III: Manage flood impacts.

Objective A: Require that new subdivision roads and extensions to existing roads be built above flood level.

Objective B: Seek help from State and federal agencies to elevate critical roads that flood.

Objective C: Educate the public about flood emergency procedures.

Objective D: Obtain updated Flood Maps as a GIS layer.

ENVIRONMENTAL GOAL IV: Preserve the county's natural resources.

Objective A: Amend the zoning ordinance to encourage conservation of existing woodlands by regulating development within managed woodlots.

Objective B: Develop a landscape ordinance that would apply to all new development.

Objective C: Identify and preserve wetlands.

Objective D: Preserve the White River Corridor through conservation easements or dedication as adjacent land develops.

TRANSPORTATION

TRANSPORTATION GOAL I: Improve county road conditions.

Objective A: Revise the Subdivision Ordinance to improve standards for intersection design, curb cuts, etc.

Objective B: Be diligent about requiring turn lanes when needed.

Objective C: Amend the Subdivision Ordinance to require that new roads be elevated above base flood elevation.

Objective D: Upgrade roads so they meet the minimum standards of their classification.

Objective E: Lobby the state to widen SR 135, SR 250 and SR 39, and to raise the elevation of SR 250 and SR 258.

Objective F: Update and maintain county road inventory.

Objective G: Work with Jennings County to improve the connection between CR 1300E and Hwy 50.

Objective H: Make getting a County and/or INDOT driveway permit (when driveway permit is required) a prerequisite for getting a building permit.

Objective I: Continue to develop county driveway permit process and standards.

Objective J: Upgrade the county's road standards in Seymour's extra-territorial planning jurisdiction, so that they more closely match Seymour's standards.

Objective K: Use county's road inventory classification and level of use information to prioritize improvements.

TRANSPORTATION GOAL II: Explore funding opportunities for transportation.

Objective A: Adopt the local option highway user tax (wheel tax) to offset loss of lottery funds.

Objective B: Obtain more money for basic road maintenance.

Objective C: Require developers to pay for all road costs associated with new development, including improvements to their half of adjacent existing roads.

Objective D: Lobby the state legislature to change their road funding formula to recognize pick-up trucks as passenger vehicles.

Objective E: Promote and expand the county's "adopt-a-road" program.

TRANSPORTATION GOAL III: Address transportation needs of bicyclists and pedestrians.

Objective A: Develop a Bicycle and Pedestrian Master Plan.

Objective B: Require developers to construct pedestrian facilities/sidewalks through their developments and set up a standard requiring developers to build connections from pedestrian facilities/sidewalks in their subdivisions to adjacent existing sidewalks and facilities.

Objective C: Establish subdivision street design standards that place emphasis on the pedestrian and bicyclist safety.

Objective D: Encourage that road improvements (including State Highways) include pedestrian accommodations, such as sidewalks.

Objective E: Put up signs for bicycle routes.

TRANSPORTATION GOAL IV: Continue to consider the role of public transportation.

Objective A: Review Transportation Plan annually.

Objective B: Encourage development of Senior Citizen Transportation Service throughout Jackson County.

TRANSPORTATION GOAL V: Identify and address railroad impacts and opportunities.

Objective A: Explore rails-to-trails opportunities for abandoned rail lines.

Objective B: Work with railroads to improve at-grade crossings.

ECONOMIC DEVELOPMENT

ECONOMIC DEVELOPMENT GOAL I: Limit development that distracts from natural scenic beauty.

Objective A: Assure that subdivisions and planned developments are attractive by adopting frontage road requirements, tree preservation, higher design standards for perimeter lots, etc.

ECONOMIC DEVELOPMENT GOAL II: Increase workforce skills and educational levels particularly post-secondary education.

Objective A: Continue to take advantage of training grants, job fairs, etc.

Objective B: Promote the Community Learning Center.

Objective C: Attract a reliable workforce that has the right education and training.

Objective D: Encourage employers to offer college tuition reimbursement as part of their benefits package.

ECONOMIC DEVELOPMENT GOAL III: Capitalize on access to highways and vicinity to major markets.

Objective A: Develop an economic development strategy for parts of the county that are more isolated (i.e., western Jackson County).

Objective B: Continue to capitalize on above average manufacturing and distribution opportunities.

Objective C: Cooperate with Seymour to expand the airport to accommodate more commuters and airfreight.

Objective D: Prepare for and promote growth along the I-65 corridor, including the Crothersville area,

ECONOMIC DEVELOPMENT GOAL IV: Identify and recruit desirable commercial development.

Objective A: Develop a strategy for growth of the office sector.

Objective B: Develop a set of design standards in the zoning ordinance for neighborhood commercial, addressing such issues as scale, setbacks, signage, buffers, etc.

ECONOMIC DEVELOPMENT GOAL V: Identify and recruit desirable industrial development.

Objective A: Encourage all areas of the county to work together with Jackson County Industrial Development Corporation to promote their areas for industry.

Objective B: Keep up with the latest economic development tools.

Objective C: Identify and develop additional public incentives that are both attractive to developers and acceptable to the County (e.g. TIF, etc.).

Objective D: Create and sustain a business climate that stimulates economic growth in commercial and industrial development, while building a diverse employment base.

Objective E: Identify large sites that are appropriate for commercial or industrial development.

Objective F: Review the permitted land uses in each zoning district, making sure that desirable uses are clearly allowed by right (i.e., flex space and research and development), and amend the regulations to discourage certain uses, by making them special exceptions or moving them to a different zoning district.

ECONOMIC DEVELOPMENT GOAL VI: Expand support programs for new businesses.

Objective A: Explore expanding the Seymour Chamber of Commerce's Business Incubator program, in order to support small business/cottage industry development.

Objective B: Develop incentives to assist small businesses.

ECONOMIC DEVELOPMENT GOAL VII: Identify necessary infrastructure updates to support economic development.

Objective A: Develop a plan of desired infrastructure and facility needs, prioritize them, and seek funding for implementation.

Objective B: Continue to monitor the development of telecommunications.

Objective C: Support existing local industries through public-private partnerships that assist in the provision of necessary infrastructure improvements.

Objective D: Encourage all towns in Jackson County to adopt zoning.

ECONOMIC DEVELOPMENT GOAL VIII: Expand marketing efforts.

Objective A: Go through the "branding" process for Jackson.

Objective B: Market Jackson County's public lands more.

Objective C: Continue to promote Agri-Tourism in Jackson County.

Objective D: Continue to develop and promote tourism niches, including John Mellencamp, auto races, bike rides, etc.

Objective E: Continue to market Jackson County's community festivals.

Objective F: Work with other Indiana counties on joint marketing initiatives.

PARKS & RECREATION

PARKS & RECREATION GOAL I: Preserve strategic green space and expand parks, including trail systems.

Objective A: Complete Master Plan for Jackson County Park System.

Objective B: Support completion of the Knobstone Trail, including connection to the national forest and Washington County.

Objective C: Identify and acquire strategic land for purchase or donation.

Objective D: Consider using life estates and qualified conservation easements, leveraging the Heritage Trust Fund, for acquisition of parkland for future development or acquisition of floodplains/wetlands for preservation.

Objective E: Explore allowing a green space mitigation program as an alternative to open space reservation within some subdivisions.

Objective F: Develop more scenic overlooks in Jackson County.

Objective G: Develop a scenic drive route (e.g., Skyline Drive) and map for Jackson County.

PARKS & RECREATION GOAL II: Offer recreational choices to meet the needs of different groups including youth, senior citizens and families.

Objective A: Work with local not-for-profits to establish a grant program for expansion and development of recreation facilities.

Objective B: Support establishment of a teen center.

Objective C: Include non-athletic opportunities in the development of new parkland, such as performance venues for fine arts and performing arts.

PARKS & RECREATION GOAL III: Ensure that parks and recreational areas are adequately maintained.

Objective A: Rely more on user fees to help support parks and recreation.

Objective B: Apply for grants to plant additional trees in parks and public areas.

Objective C: Employ a county staff member or consultant to find and apply for grants for park funding.

Objective D: Develop a Jackson County Parks Foundation.

PARKS & RECREATION GOAL IV: Encourage the development of private recreation.

Objective A: Recruit desirable private recreational facilities.

Objective B: Encourage private developers to provide development amenities within all subdivisions, such as neighborhood playgrounds, parks and public art, through the use of development bonuses (e.g., density).

Objective C: Encourage opening up fairgrounds for private recreational use.

PARKS & RECREATION GOAL V: Support and praise the public recreational land.

Objective A: Install better directional signage leading to public recreational land, so more people will be aware of them.

Objective B: Continue to work with the local state and federal recreation employees to offer more marketing of facilities, including county coordinated activities and special events at the facilities.



Chapter 4: Land Use and Transportation

Existing Land Use

Determining what and where existing land uses are and what the mix of these uses are is a very important step in the planning process. It is important to accurately know what you are starting with before deciding what to do with future development. Jackson County officials decided to undertake the first existing land use survey in the county's history, with the goal of building a new layer of information on the County's Geographic Information System (GIS). The County Surveyor's Office, the County Highway Engineer and the Building Commissioner shared this several month in-house effort.

Land Based Classification System

The county decided to use a new national land-use classification system was finalized in 2001, by the American Planning Association, under the oversight of the federal government. Land-Based Classification Standards provide a consistent model for classifying land uses based on their characteristics. The land-based classification standards (LBCS) will allow the county to further develop different categories in the future, and will allow easier transferability of information with other government entities. LBCS calls for classifying land uses in one or more dimensions: Activity, Function, Structure Type, Site Development Character, and Ownership. For the purposes of updating the Jackson County Comprehensive Plan, the Function category was chosen to classify existing land uses.

Function refers to the economic function or type of establishment using the land. The type of establishment it serves can characterize every land use. Establishments can have a variety of activities on their premises, yet serve a single function. For example, two parcels are said to be in the same functional category if they belong to the same establishment, even if one is an office building and the other is a factory. The county used aerial photographs in combination with field checks to classify the land use.

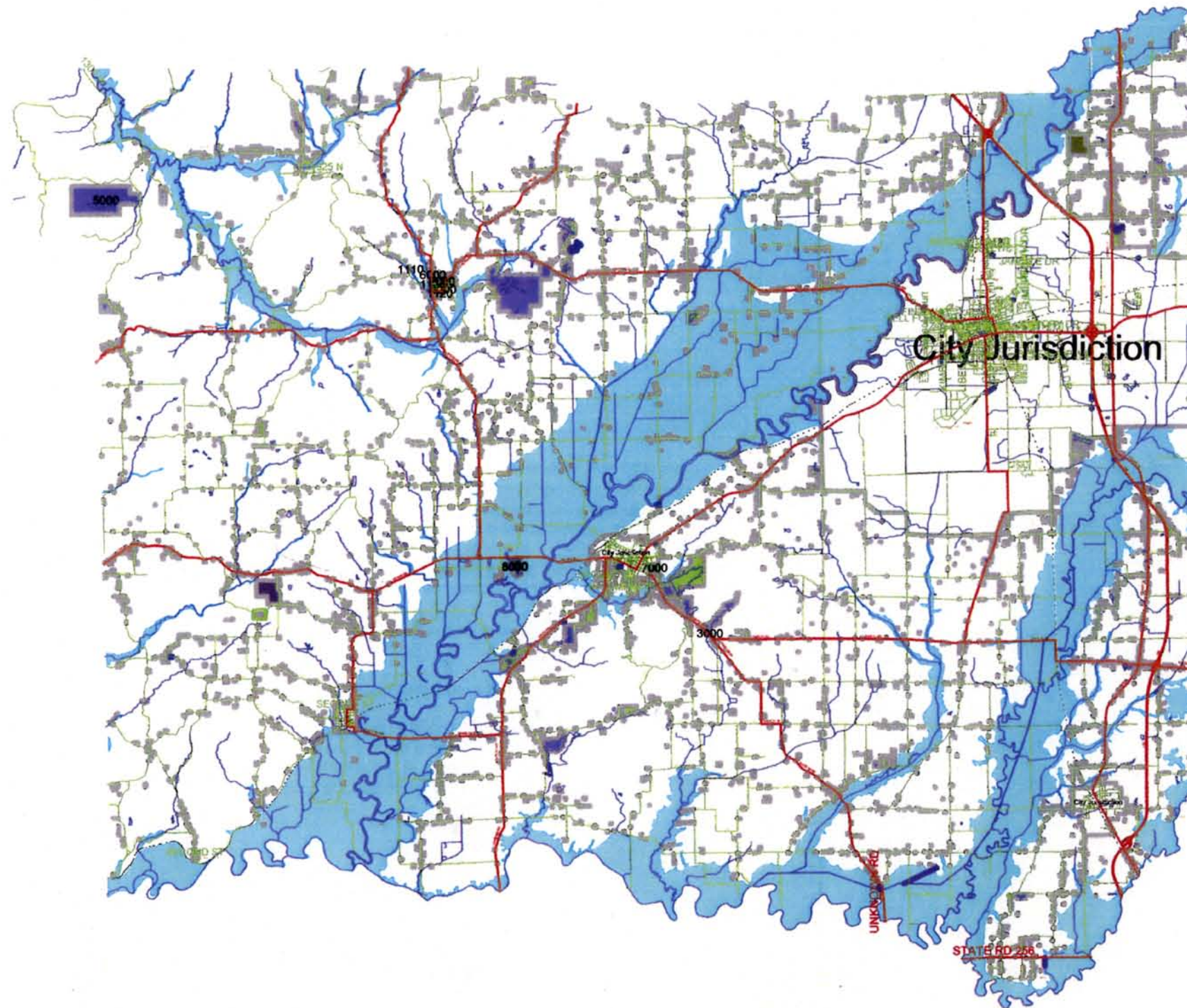
- The county's acres were classified into the following functional land descriptions:
- **residence or accommodation (private household)**
- **general sales or services**
- **manufacturing and wholesale trade**
- **transportation, communication, information, & utilities**
- **arts, entertainment, and recreation**
- **education, public administration, health care, and other institutions**
- **construction-related businesses**
- **mining and extraction establishments**

These eight categories totaled less than 10,000 Acres and did not include the agriculture, forestry, fishing and hunting category (by the process of elimination, everything left after classifying those eight categories must be agriculture/forestry, the dominant category in the county).

Only slightly more than 2% of the land under the County's planning jurisdiction is devoted to residential uses, the largest "developed land" category and the largest overall category except for agriculture/forestry. More than 30% of the County's land is forested.

Table 1, Jackson County Existing Land Use

Function Level	Description	Acres
1000	RESIDENCE OR ACCOMMODATION	6,764.67
1100	Private household	6,764.67
1110	Single-Family	6,469.14
1120	Multi-Family	12.03
1130	Mobile Homes	283.35
2000	GENERAL SALES OR SERVICES	110.81
3000	MANUFACTURING & WHOLESALE TRADE	212.26
4000	TRANSPORTATION, COMMUNICATION, INFORMATION, & UTILITIES	440.00
5000	ARTS, ENTERTAINMENT, & RECREATION	1,834.00
6000	EDUCATION, PUBLIC ADM, HEALTH CARE, & OTHER INSTITUTIONS	333.58
7000	CONSTRUCTION-RELATED BUSINESSES	6.79
8000	MINING AND EXTRACTION ESTABLISHMENTS	76.02
	Total Classified	9,778.13
9000	Remainder: AGRICULTURE, FORESTRY, FISHING, HUNTING	
	Timberland	107,408.00
	Forestland	112,726.00



S_fid_haz_ar

LBCS

Feature Name:

- 1110
- 1120
- 6000
- 1130
- 2000
- 3000
- 4000
- 5000
- 7000
- 8000
- city jurisdiction

Parcel Trace

Parcel Notes

Water

Railroads

Roads

Highways

Jackson
County,
Indiana

EXISTING LAND USE



2.8mi

Population Projections

In order to make predictions about how much land is needed for the future, we first need to know how many people we are planning for. Since the future cannot be predicted with certainty, why do we even bother to try? Projecting future population size allows a community to be proactive and prepare for and guide future growth.

The accuracy of population projections rests on assumptions about future fertility, mortality, and migration. Human behavior is unpredictable, so these population projections¹ may be different from future census counts. The migration component is especially difficult to predict. Note that projection models are strictly demographic and include no economic assumptions about future trends in employment, interest rates or economic development initiatives. Smaller areas are subject to wider error margins when using projection models, so Jackson County's projections are less accurate than those for the state are. Similarly, longer projection periods (e.g., 2030 and beyond) have the potential for greater error, than shorter projections.

Population Trends

Jackson County's total population is projected to increase by 3884 people between the year 2000 and 2040, which indicates a slow down in growth, compared to previous decades.

Jackson County's total population age make-up is expected to change between the year 2000 and 2040, with the biggest changes being the increase in the Senior Citizen Population (ages 65+), which will increase by more than 8%. As a share of the county's population, this group will move from about 13% (one in eight people) to more than 20% percent (one in five people).

In Jackson County, the growth of the sixty-five or older group offsets the decline in the balance of the population, and leads to population growth for the county as a whole.

The other biggest change between 2000 and 2040 is the decrease in the young adult population (ages 25 - 44) by almost 12%.

By 2040, approximately half of Jackson County's population will be over age 40.

Jackson County's age make-up is very similar to that of the State of Indiana's, and most of its surrounding counties. Brown County is projected to have a higher percentage of senior citizens, while Monroe County is projected to continue having a much higher percentage of college age adults (due in large part to the presence of Indiana University).

Aging Population

IBRC's population projections contain a trend that deserves special attention: the aging of the state's population. The growth in the population age sixty-five or older could be taken as a threat to the fiscal wellbeing of the county. The prospect of huge numbers of people dependent on Medicare, limited in mobility, and requiring special attention in specialized facilities may be frightening to the county, but the only way to stop this trend would be to move the senior citizens to someplace else. Those who will be sixty-five or older in 2040 are thirty or older today in 2005 and beyond normal college age. Most already have established households and families in Jackson County.

Between now and 2040, Jackson County has an opportunity to become a place where the older population is neither dependent nor decrepit. This can be done by

- Making sure residents have good incomes in the years ahead
- Encouraging residents to save for the future
- Educating residents about good health practices

A healthy, economically secure population over sixty-five is possible if we address the basic issues of economic development, economic education, health education, and environmental clean up in the years ahead.

¹The projections were produced by the Indiana Business Research Center using a variant of the cohort component method, which carries forward individual age cohorts in time, accounting for the separate impacts of deaths and migration. The base population for these projections is the Census 2000 population count.

Table 2, Population Projections - Jackson County, #

Year	Increase (+) or Decrease (-)	Total	Pre-School 0-4	School Age 5-19	College Age 20-24	Young Adult 25-44	Older Adult 45-64	Seniors 65+
2000	N/A	41,335	2,905	8,677	2,605	12,530	9,115	5,503
2005	+72	41,407	2,899	8,454	2,493	11,932	10,109	5,520
2010	+420	41,827	2,879	8,278	2,454	11,577	10,848	5,791
2015	+565	42,392	2,879	8,262	2,397	11,277	11,193	6,384
2020	+619	43,011	2,868	8,258	2,375	11,114	11,355	7,041
2025	+643	43,654	2,902	8,261	2,369	11,010	11,088	8,024
2030	+605	44,259	2,935	8,301	2,372	10,986	10,859	8,806
2035	+523	44,782	2,959	8,380	2,377	10,999	10,690	9,377
2040	+437	45,219	2,982	8,456	2,392	11,044	10,613	9,732

Data source: Indiana Business Research Center, IU Kelley School of Business.

Table 3, Population Projections - Jackson County, %

Year	Total	Pre-School 0-4	School Age 5-19	College Age 20-24	Young Adult 25-44	Older Adult 45-64	Seniors 65+
2000	100.0%	7.0%	21.0%	6.3%	30.3%	22.1%	13.3%
2005	100.0%	7.0%	20.4%	6.0%	28.8%	24.4%	13.3%
2010	100.0%	6.9%	19.8%	5.9%	27.7%	25.9%	13.8%
2015	100.0%	6.8%	19.5%	5.7%	26.6%	26.4%	15.1%
2020	100.0%	6.7%	19.2%	5.5%	25.8%	26.4%	16.4%
2025	100.0%	6.6%	18.9%	5.4%	25.2%	25.4%	18.4%
2030	100.0%	6.6%	18.8%	5.4%	24.8%	24.5%	19.9%
2035	100.0%	6.6%	18.7%	5.3%	24.6%	23.9%	20.9%
2040	100.0%	6.6%	18.7%	5.3%	24.4%	23.5%	21.5%
2040	100.0%	6.7%	19.7%	6.2%	24.2%	22.7%	20.5%

Data source: Indiana Business Research Center, IU Kelley School of Business.

Table 4, Population Projections - Jackson County Region, %

Geographic Unit	Year	Total	Pre-School 0-4	School Age 5-19	College Age 20-24	Young Adult 25-44	Older Adult 45-64	Seniors 65+
Jackson County	2040	100.0%	6.6%	18.7%	5.3%	24.4%	23.5%	21.5%
Bartholomew County	2040	100.0%	6.8%	18.8%	5.0%	24.7%	23.5%	21.2%
Brown County	2040	100.0%	5.1%	16.8%	4.0%	21.9%	24.3%	28.0%
Jennings County	2040	100.0%	6.6%	18.8%	4.8%	24.8%	24.2%	20.7%
Lawrence County	2040	100.0%	6.1%	18.0%	4.8%	23.4%	23.5%	24.2%
Monroe County	2040	100.0%	5.1%	19.9%	15.6%	22.9%	20.0%	16.5%
Scott County	2040	100.0%	6.0%	17.8%	5.4%	24.1%	24.2%	22.6%
Washington County	2040	100.0%	6.0%	18.5%	5.3%	23.9%	23.8%	22.5%
State of Indiana	2040	100.0%	6.7%	19.7%	6.2%	24.2%	22.7%	20.5%

Data source: Indiana Business Research Center, IU Kelley School of Business.

Table 5, Average Household Size

Average family size (people per family)	2.98	3.05	3.14
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Source: U.S. Bureau of the Census, 2000 Census of Population and Housing

Future Land Use Projections

Before preparing the future land alternatives, the planning consultant prepared estimates of future land use needs in 2030, based on population projections and desired land use mix, which were accepted by the steering committee. The existing developed acres were subtracted from the total acres estimated for 2030, resulting in additional acres needed to be located on the future land use map.

Table 6, Future Land Use Needs

Land Use	Additional Acres Needed Before 2030 (rounded)
COMMERCIAL	75 Acres Total
INDUSTRIAL	150 Acres Total
INSTITUTIONAL	55 Acres Total
PRIVATE RECREATION	600 Acres
SINGLE-FAMILY RESIDENTIAL	833 Acres (2500 additional lots at an average of 3 du/A)
MOBILE HOME PARK	35 Acres
MULTI-FAMILY RESIDENTIAL	50 Acres

Including a Future Land Use Map

Most comprehensive plans contain maps showing future streets, desired future land use patterns, and area set-aside for parks and open space. It is important to note, however, that although maps are not required for comprehensive plans in Indiana, the county decided to create a future land use map to include in the comprehensive plan. Maps can show patterns of land use and uses usually are divided into categories, with different colors used to show areas for future residential, commercial, industrial, institutional, and agricultural uses. The locations should be assumed to be approximate, not exact.

Deciding on the desired future land uses is one of the most important tasks of a comprehensive plan. It is the process of looking at the development pattern of an area and the restraints of the land, then articulating a vision of how future growth can best be accommodated. A future land use map will allow Jackson County to grow more predictably. Development will be encouraged where the existing infrastructure and land can best accommodate growth. Rural parts of undeveloped Jackson County will maintain their special character while economic development will be fostered through a predictable pattern of growth.

Creating the Future Land Use Map

A team of county staff, the planning consultant and steering committee members came together to create two future land use alternatives after the entire steering committee agreed on the basic parameters for each. Their intent was to create two noticeably different scenarios, so that the public could easily understand the differences between the two. The alternatives were created using the county's GIS system. Layers of existing land use, soils, floodplain and roads were used as a base starting point. Using the listing of prime soils for agriculture in the Jackson County Soil Survey, it was determined that almost 60% of the county was covered by "prime soils". The group felt like it would be too difficult to avoid using almost 2/3 of the land in the county in the future development scenarios and felt like it was unrealistic to believe that there would be support to preserve all that land from development. As an alternative, the group decided to map the "primest" of the prime agricultural soils, those being the prime soils that had no constraints attached (i.e., erosion). The primest of the prime soils covered approximately five % of the county. The group felt like this was a reasonable goal to work around as they began to locate the needed acreage for future development.

Future Land Use Rationale

In addition to the existing GIS information, the group took in other considerations as they located the projected acreage. Those considerations included, but were not limited to, the following:

The Medora area is unlikely to see much growth because of the extent of the floodplain, which makes it difficult to build and because there is no excess sewer capacity. Carr Township School Corporation is extremely small, with approximately 150 children in the entire system; this is an important consideration because schools are consistently one of the strongest reasons people give for selecting a place to live.

Freetown has excess sewer capacity (almost double what they are now using), which means they have the infrastructure needed to grow in that area. The Freetown area is missing small-scale commercial uses now.

The Crothersville area has excellent interstate access and visibility and would prove an attractive location for all types of growth, including commercial, industrial or institutional (i.e., higher education or medical).

The Reddington area is already served by rural water and could accommodate more residential growth.

Any land outside Seymour's 2-mile extra-territorial jurisdiction (ETJ) is located pretty far from public water and sewer, so is not as feasible for growth as other areas of the county, despite its attractive location outside the county's largest municipality. With that said, there is a definite Single-Family growth trend between Brownstown and Seymour that could be acknowledged.

Private recreation land should be located near the White River or near public lands with good vehicular access. Some types of recreation (i.e., amusement park) need good visibility, so at least one parcel should be near the interstate. Some recreational uses are commonly located in the floodplain, such as canoe liveries.

There is a general lack of neighborhood type "Mom and Pop" commercial in and around small towns.

Highlights—Alternative Future Development Scenarios

Below is a summary of the 2 alternative development scenarios. Each scenario contains a different mix of land uses and development concepts, although each has about 2500 additional single family dwelling units:

Scenario I: Redevelopment, Infill & Preservation

- New development (both residential & non-residential) clustered around existing cities and towns.
- New non-residential development clustered around interstate interchanges.
- 115 Acres of commercial, 214 Acres of industrial and 55 Acres of institutional
- Prime of prime farmland (prime farmland soils with no flooding, drainage or erosion concerns per the soil survey) identified for protection from residential development
- Preserve natural resources (woodlands, wetlands, White River corridor floodway, etc.)
- New residential development on public water and sewer -- 3 du/A, approximately 850 A total
- Encourage use of conservation subdivisions
- New residential development not on public water and sewer to be on smaller lots that are still big enough to accommodate septic systems and wells
- Offer different types of residential (not just single-family), including 25 Acres of Multi-Family.
- Mobile homes allowed only in mobile home parks -- 36.5 Acres adjacent to existing cities and towns.
- Allow neighborhood-scale commercial nodes within residential areas in small towns and other areas.
- Place CAFOs (using a minimum separation distance), so that they will not interfere with existing and proposed single-family zoned residential development.
- Adopt local historic preservation regulations and districts.

Scenario II: Rural & Economic Development

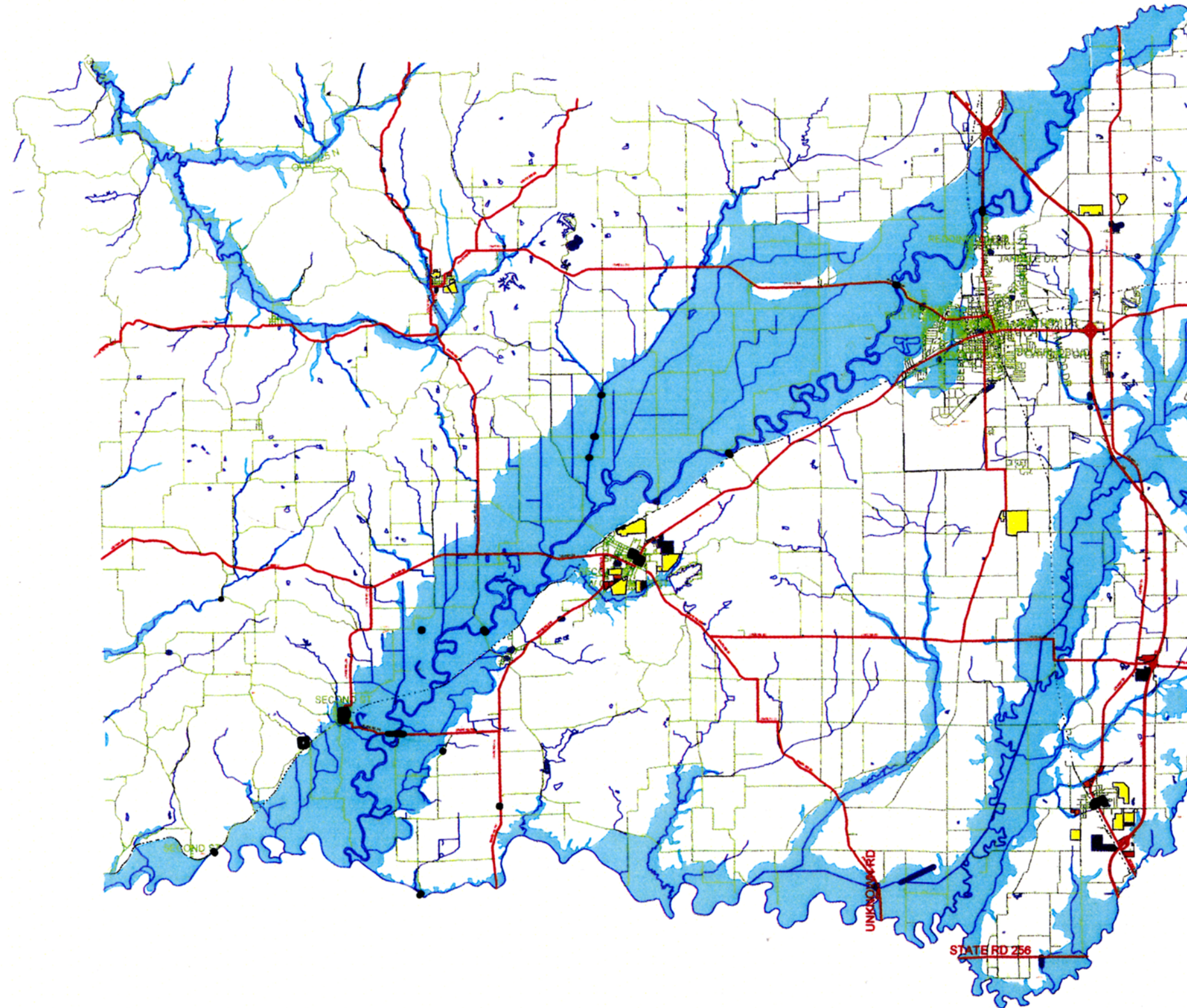
- New residential development well and septic on large lots -- 1 du/2A, approximately 5000 A total
- Encourage use of conservation subdivisions
- Concentrates on single-family development—no multi-family or single-wide mobile homes
- Preservation of prime farmland not a priority, but accommodate placement of CAFOs county-wide
- Preserves historic sites and districts and adopt local historic preservation regulations and districts
- Preserve the White River and Muscatatuck River Corridors
- 74 Acres of commercial
- 297 Acres of industrial
- Reserves site for new industrial development park (125 - 150 Acres)
- More private recreation areas (over 200 Acres)

Final Future Land Use Scenario

Below is a list of the steering committee's final decision concerning the alternative development scenarios. This scenario contains a mixture of elements from both scenarios 1 and 2, and suggestions from the public.

- 2500 new single-family residential lots clustered around existing cities and towns, on public water and sewer -- 3 dwelling units per Acre, using 896.85 Acres. Development may occur on well and septic on large lots in rural areas (1 du/2A) if lots have a second septic site reserved. As an alternative, development may also occur in rural areas if done as a conservation subdivision that uses an innovative sewage disposal system.
- New commercial development clustered around interstate interchanges and in neighborhood-scale commercial nodes within residential areas, 115.02 Acres of commercial
- New industrial development clustered around interstate interchanges, 217.39 Acres of industrial
- Different types of residential (not just single-family), including 51.34 Acres of Multi-Family
- Mobile homes allowed only in mobile home parks -- 38.48 Acres adjacent to existing cities and towns. Mobile homes on regular lots may be allowed as temporary housing for emergency or health care reasons if the Board of Zoning Appeals grants permission (including an expiration date).
- Encourage preservation of prime farmland through the use of conservation subdivisions.
- Place Confined Animal Feeding Operations (CAFOs) using a minimum separation distance, so that they will not interfere with existing single-family development or land zoned for single-family residential development
- More private recreation areas (273.39 Acres)
- 120.69 Acres of institutional clustered around developed areas and interstate interchanges
- Preserve natural resources (woodlands, wetlands, White River corridor floodway, etc.) and encourage use of conservation subdivisions
- Preserves historic sites and districts and adopt local historic preservation regulations and districts

The Future Land Use Map is an indispensable tool for all sectors of the community. Local government can invest infrastructure and service dollars more wisely if the location and magnitude of anticipated growth is identified. Private sector businesses can use the Map to better position themselves to meet the needs of the future population. The Map will provide developers and landowners with a clear idea of the location and type of development desired by the community. The Future Land Use Map will also enable individual citizens to be more aware of how Jackson County will develop, assisting them in making more informed decisions about where to live and work.



- S fld haz ar
Parcel Trace
Parcel Notes
Water
Railroads
Roads
Highways
Historic Districts(1)
scenario 1
Feature Name:
single family ac.
commercial
industrial
mobile homes
new rec. areas
preserved farmland
multi-family
institutional
historic district

Jackson
County,
Indiana

FUTURE LAND USE



2.8mi

Existing Transportation

Jackson County did not have an existing thoroughfare plan or transportation plan to start with, so it was first necessary to create an accurate classification of existing roadways to start with. The County Highway Engineer used INDOT records and traffic counts to create this base map for the County's Thoroughfare or Transportation Plan. After getting approval from the steering committee, this map was used as the basis for development of the Transportation Plan that is part of this document.

Creating the Transportation Plan

The County Engineer, the building commissioner and the consultant identified major trip generators and attractors based upon existing land use. They also analyzed the existing road system for network contiguity and system hierarchy, and evaluated the ability of existing transportation facilities to serve existing and future land uses. The Transportation plan was created to attempt to correct the current transportation system gaps.

Functional Classifications

A transportation plan classifies public roadways in different functional classifications. These classifications have associated standards, including right-of-way widths and cross-sections that will need to be established as part of the subdivision control ordinance.

This plan uses the following hierarchy of classifications:

■ Local Road -- roads which:

1. Provide access to adjacent land;
2. Include any street not classified as an arterial or collector street; and
3. Serve travel over relatively short distances.

Local roads should constitute 65% to 75% of the travel road miles.

■ Minor Collector -- roads which:

1. Are spaced at intervals, consistent with population density, to collect traffic from local roads and bring all developed areas within a reasonable distance of a collector road;
2. Provide service to the remaining smaller communities; and
3. Link the locally important traffic generators with their rural hinterland.

■ Major Collector -- roads which:

1. Serve all, or virtually all population centers of one thousand (1,000) or more, as well as provide service to any county seat not on an arterial route, and to other traffic generators of inter-county importance, such as consolidated schools, shipping points, county parks, important mining and agricultural areas;
2. Link above places with nearby larger towns or cities or with routes of high classification; and

3. Serve the most important travel corridors.

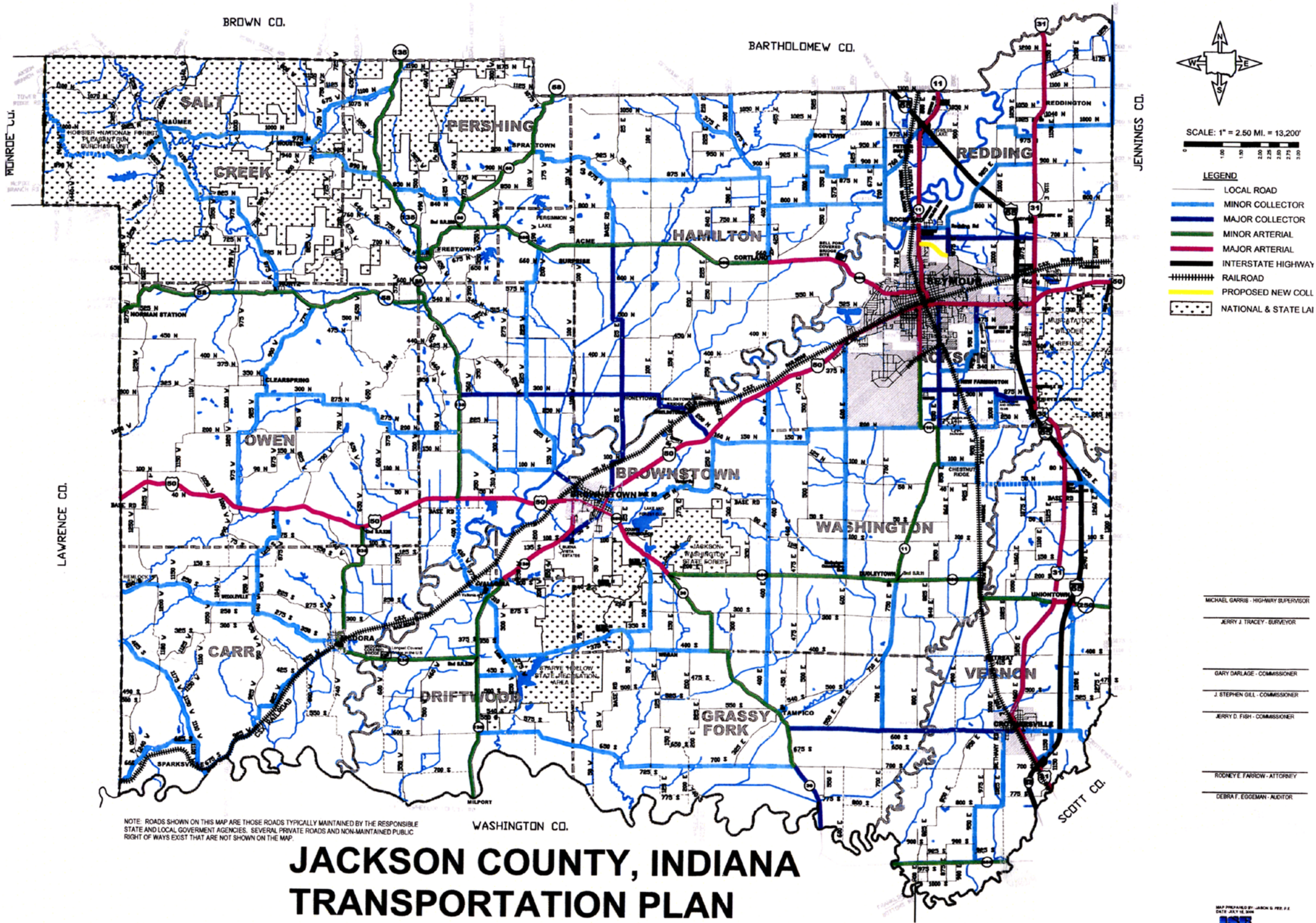
Major plus minor collectors should contain twenty to twenty-five (20-25) percent (%) of total rural miles.

■ Minor Arterial -- roads which:

1. Link cities and larger towns (and other traffic generators, such as major resort areas) that are capable of attracting travel over similarly long distances, and form an integrated network providing interstate and inter-county service;
2. Serve all, or virtually all, urban areas with a population of five thousand (5,000) or more. The system serves an urban area if it either enters or is located within two (2) miles of the urban boundary;
3. Are spaced at such intervals, consistent with population density, so that all developed areas of the state are within a reasonable distance of an arterial highway;
4. Provide service to corridors with trip length and travel density greater than those predominantly served by rural collector or local systems. Minor arterials, therefore, constitute routes whose design should be expected to provide for relatively high overall travel speeds with minimum interference to through movement.

Major plus minor arterial systems should contain 6-12% of total rural miles.

- Interstate Highway -- A road that is designed for long-distance high speed trips. These roads have restricted access and are not under the control of the local jurisdiction.



Chapter 5: Implementation

Adoption

The comprehensive plan is not official until it is adopted. Under Indiana law, the following steps apply to the adoption of an entire plan or a plan element (i.e., transportation and parks):

1. Plan Commission holds a public hearing
2. Plan Commission adopts the plan and recommends adoption to county commissioners
3. County commissioners adopt the plan by resolution

Implementation

Once a plan is adopted, the process isn't over. You must still implement it and review it regularly for needed updates. If you adopt a plan without a commitment to implement it, then you have wasted time and money—a comprehensive plan isn't effective without implementation!

The Zoning and Subdivision Control Ordinances are the two biggest implementation tools for a comprehensive plan, so they should be updated immediately to match the plan. Administration and decision making for planning matters is also very important.

Zoning Ordinance

The following items should be included in the zoning ordinance rewrite:

- Implement a ticketing system for enforcement
- Revise zoning districts to develop a truly neighborhood scale commercial district
- Limit mobile home placement to mobile home parks and develop mobile home park standards
- Develop a landscape ordinance that would apply to all new development, including requirements for landscaped areas in parking lots
- Encourage preservation of trees
- Identify and preserve wetlands
- Revise development process
- Formally consider the impact of all rezoning requests on the applicable school corporation
- Develop minimum standards for mobile home parks
- Make getting a County and/or INDOT driveway permit (when driveway permit is required) a prerequisite for getting a building permit
- Allow roadside agricultural stands

- Allow non-traditional housing options such as accessory apartments, townhouses, attached single family or duplexes, condominiums and senior living
- Create a conservation subdivision district for the zoning ordinance
- Encourage conservation of existing woodlands by regulating development within managed woodlots
- Develop standards for Confined Animal Feeding Operations (CAFOs), including a minimum separation distance from existing single-family development or land zoned for single-family development
- Make it easier for private recreation to develop
- Create standards for institutional uses

Subdivision Control Ordinance

The following items should be included in the subdivision control ordinance rewrite:

- Identify and preserve wetlands
- Encourage preservation of trees
- Upgrade the county's road standards in Seymour's extra-territorial planning jurisdiction, so that they more closely match Seymour's standards
- Revise subdivision process
- Require a second septic site on each home site
-

Administrative Changes

Improving training, communication and standards for county board of zoning appeals, plan commissioners and other local officials can have a very positive impact on the development process:

- Work with Seymour to appoint an ex-officio representative to the county plan commission, and visa-versa.
- Consider Leadership Jackson County alumni for plan commission and board of zoning appeals vacancies
- Provide mandatory orientations to new plan commission and board of zoning appeals members and provide mandatory training for all members.
- Educate the Plan Commission and BZA on how legally to make a zoning decision
- Allow only relevant information at public hearings
- Improve training & communication for boards and commissions.
- Present orientation for new county officials to explain processes and functions in all county offices.

- Be diligent about requiring turn lanes when needed
- Encourage regular round table meetings for local municipal officials and Jackson County officials, with a different pre-selected topic each month

Annual Review of Plan and Amendments

Comprehensive planning is a continuing process. Plans must be evaluated, changed and updated as the county changes. These changes can be gradual, as through demographic trends, technological change, or slow economic growth or decline. Sometimes change is more sudden, such as the location of a large new industry in a community, the loss of a major employer, or a natural disaster (flood, wildfire, etc.). Amendments to an adopted plan may be initiated by the plan commission or by the county commissioners. The procedure for adopting an amendment is the same as the procedure for adopting the plan.

Action Plan

Table 7, Priority 1 Tasks: 1st Year

Task	Responsibility
Rewrite and adopt Subdivision Control Ordinance	Plan Commission
Rewrite and adopt Zoning Ordinance	Plan Commission
Develop a capital plan and budget	County Commissioners and County Council
Develop a countywide drainage plan and drainage ordinance	County Surveyor and Drainage Board
Complete County Park Master Plan	County Commissioners
Review all possible funding methods available, in order to increase available income to the county	County Commissioners and County Council
Encourage all towns in Jackson County to adopt a comprehensive plan and then zoning	County Commissioners and Plan Commission
Seek help from State and Federal agencies to elevate critical roads that flood	County Commissioners
Explore new methods of sewage disposal, including centralized collection sites (cluster model)	County Board of Health
Review economic development tools	County Commissioners & Jackson County Industrial Development Corporation
Adopt a county ordinance to restrict open burning of household waste and construction debris.	County Commissioners & County Board of Health
Explore hiring private inspectors to perform county building inspections	County Commissioners & Building Commissioner

Table 8, Priority 2 Tasks: Years 2 & 3

Task	Responsibility
Coordinate with schools on all planning efforts for both the County and the School Corporations and on large development projects	Building Commissioner
Find alternative sources of funding for parks and recreation, including development of a County Parks Foundation	Park Board, county staff member or consultant
Add minimum property maintenance standards to the county code	Building Commissioner, County Commissioners & County Board of Health
Require all contractors to get an annual license from the county, including providing proof of insurance and proof of continuing education upon license renewal	Building Commissioner & County Commissioners
Cooperate with Seymour to expand the airport	County Commissioners
Lobby the state to widen SR 135, SR 250 and SR 39, and to raise the elevation of SR 250 and SR 258	County Commissioners & County's Consulting Engineer
Find and apply for grants	county staff member or consultant
Recruit desirable private recreational facilities	County Commissioners
Find funding for county animal control services and a shelter	County Council and County Commissioners
Provide community education on the use and maintenance of septic systems, in order to reduce septic system failures.	County Board of Health
Support existing local industries through public-private partnerships that assist in the provision of necessary infrastructure improvements	Jackson County Industrial Development Corporation and County Commissioners
Go through the "branding" process for Jackson County	Jackson County Visitors Center
Encourage the Solid Waste Management District to promote collection days for toxic household wastes (i.e., paint)	Solid Waste Management District and County Commissioners
Encourage the Solid Waste Management District to offer multiple transfer stations for waste disposal	Solid Waste Management District and County Commissioners
Encourage the Solid Waste Management District to review use and management of drop-off recycling containers around the county (e.g., at schools, churches)	Solid Waste Management District and County Commissioners
Request that the Solid Waste Management District update Jackson County's Solid Waste Disposal (Landfill) Plan, including addressing maximum number and size of landfills and expansion of the existing landfill	Solid Waste Management District and County Commissioners
Obtain updated Flood Maps as a GIS layer	County Surveyor and Building Commissioner
Work with railroads to improve at-grade crossings	County Highway and County Commissioners
Encourage that road improvements (including State Highways) include pedestrian accommodations, such as sidewalks.	County Highway and County Commissioners
Promote the Community Learning Center	Community Learning Center of Jackson County and Jackson County Industrial Development Corporation

Table 9, Priority 3 Tasks: Years 4 & 5

Task	Responsibility
Adopt agreements with school corporations to use school facilities for recreation and community meetings	County Commissioners
Improve accessibility to services by continuing to explore public transportation	County Commissioners
Educate the public about the importance of farming and forestry in local economy	Farm Bureau
Increase direct sales of agricultural products by such things as expanding the Farmer's Market	Farm Bureau
Adopt county historic districts and standards for preservation of steel truss bridges, covered bridges, round barns, brick plant, and other historic sites	Plan Commission and Jackson County Historical Society
Explore offering tax incentives to rehabilitate older homes	County Commissioners and Jackson County Historical Society
Encourage redevelopment and infill development instead of green field development, through the use of tax incentives and/or other incentives	County Commissioners and Plan Commission
Promote redevelopment in small communities	Jackson County Industrial Development Corporation and Town Boards
Develop new senior citizen housing in existing communities	Area XI Agency on Aging, County Commissioners and Town Boards
Educate the public about flood emergency procedures	Jackson County Emergency and County Commissioners
Explore opening up fairgrounds for private recreational use	Jackson County Fair Board
Install better directional signage leading to public recreational land, so more people will be aware of them	Jackson County Highway
Develop more scenic overlooks and a scenic drive map (e.g., Skyline Drive)	Jackson County Visitors Center, County Highway and County Commissioners
Work with local not-for-profits to establish a grant program for expansion and development of recreation facilities	Jackson County United Way, Community Foundation of Jackson County, Park Board
Put up signs for bicycle routes	Jackson County Highway and Jackson County Bicycle Club
Encourage development of Senior Citizen Transportation Service throughout Jackson County	Jackson County United Way and Area XI Agency on Aging
Identify and acquire strategic land for purchase or donation	Park Board
Develop a strategy for growth of the office sector	Jackson County Industrial Development Corporation
Encourage employers to offer college tuition reimbursement as part of their benefits package	Jackson County Industrial Development Corporation
Develop an economic development strategy for parts of the county that are more isolated (i.e., western Jackson County)	Jackson County Industrial Development Corporation, County Commissioners and local officials from western Jackson County
Explore expanding the Business Incubator program to support small business/cottage industry development	Seymour Chamber of Commerce and Jackson County Industrial Development Corporation
Develop incentives to assist small businesses	Jackson County Chambers of Commerce (i.e., Brownstown and Seymour) and County Commissioners

Table 10, Priority 4 Tasks: Years 6 - 8

Task	Responsibility
Evaluate the need for satellite medical clinics around Jackson County in the future	Schneck Medical Center, Jackson County United Way and County Commissioners
Implement neighborhood watch programs throughout Jackson County	Jackson County Sheriff's Department
Improve the connection between CR 1300E and Hwy 50	County Commissioners, County Highway and Jennings County Commissioners
Explore using life estates, qualified conservation easements, and the Heritage Trust Fund for acquisition of future parkland or floodplains/wetlands for preservation	Park Board, Heritage Trust Fund
Support establishment of a teen center	County Commissioners, Jackson County United Way
Support completion of the Knobstone Trail, including connection to the national forest and Washington County	Park Board, Indiana Department of Natural Resources, Washington County Commissioners

Table 11, Priority 5 Tasks: Years 9 & 10

Task	Responsibility
Develop a Bicycle and Pedestrian Master Plan	Plan Commission, County Highway, Park Board and Jackson County Bicycle Club
Explore rails-to-trails opportunities for abandoned rail lines	Park Board
Work with schools and businesses to offer more language classes	Jackson County School Corporations, Jackson County Industrial Development Corporation, Seymour and Brownstown Chambers of Commerce and Community Learning Center of Jackson County
Develop a wetlands layer for the County GIS system	County Surveyor
Preserve the White River Corridor through conservation easements or dedication as adjacent land develops	Plan Commission

Table 12, Annual Tasks

Task	Responsibility
Conduct an annual review of the Comprehensive Plan	Special committee and Plan Commission
Update and maintain county road inventory	County Highway
Conduct an annual review of the Transportation Plan	County Highway and Plan Commission

Table 13, On-Going Tasks

Task	Responsibility
Work with other Indiana counties on joint marketing initiatives	Jackson County Visitors Center
Market Jackson County's public lands more, including county coordinated activities and special events at the facilities	Jackson County Visitors Center, IDNR, Forest Service, state and federal recreation employees
Continue to develop and promote community festivals and tourism niches, including John Mellencamp, auto races, bike rides, Agri-Tourism, etc.	Jackson County Visitors Center
Encourage all areas of the county to work together to promote their areas for industry	Jackson County Industrial Development Corporation, County Commissioners and Town/Seymour officials
Attract a diverse and reliable workforce that has the right education and training and continue to promote training grants, job fairs, etc.	Jackson County Industrial Development Corporation
Continue to capitalize on above average manufacturing and distribution opportunities	Jackson County Industrial Development Corporation
Develop a local strategy to guard against terrorism, including eco-terrorism	County Emergency Management
Use county's road inventory classification and level of use information to prioritize improvements and obtain adequate funds for basic road maintenance and to upgrade roads so they meet the minimum standards of their classification	County Highway, County Commissioners and County Council
Continue to develop driveway permit process and standards	County Highway
Promote and expand the county's "adopt-a-road" program	County Highway
Educate landowners about farmland preservation	Building Commissioner and Farm Bureau
Promote economic growth of agriculture	Farm Bureau
Include non-athletic opportunities in the development of new parkland (i.e., venues for fine arts and performing arts)	Park Board
Promote awareness of the Ride to Recycle	Seymour Transit Department, County Highway, Jackson County Visitors Center

Appendix A: Focus Group Summaries

Housing and Residential Lots Focus Group

February 17, 2005

Participants: Jason Fee, Jackson County Engineer; Bob Gillespie, Jackson-Jennings Homebuilders Association; Jonathan Isaacs, Surveyor; Joe Markel, Attorney; Barb Martin, Pershing Township Neighborhood Watch; Paul Ramsey, Jackson County Health Department; Jerry Tracey, Jackson County Surveyor; Mike Weir, Jackson County Building Commissioner

K.K. Gerhart-Fritz, Planning Consultant for Jackson County's Comprehensive Plan, asked everyone to introduce themselves, then explained that this was one of five focus groups being held today. Focus groups are groups of people, who have special knowledge or experience relating to a specific topic, so all of those present were considered local experts on this topic. The comprehensive plan steering committee agreed that the topics for the focus groups would be transportation, agriculture, parks and recreation, housing and residential lots, and economic development. Ms. Gerhart-Fritz researched each topic thoroughly, prior to today's meetings, in order to have some background knowledge and to have some resulting facts to prompt discussion.

Each group completed a "SWOT" exercise (strengths, weaknesses, opportunities, and threats) about their topic as a warm-up. SWOT results for this focus group are displayed in a separate chart attached to this summary. After completing the SWOT, Ms. Gerhart-Fritz led a discussion to determine suggestions and possible solutions for the issues of this topic. Additionally, everyone was given a chance to indicate what he/she believes to be the top priority for the topic, with regards to planning.

Housing and Residential Lots Suggestions/Solutions

- Require open space in subdivisions in exchange for smaller lot sizes
- Implement ticketing system for zoning, subdivision and code enforcement violations
- Create a tax incentive to rehabilitate older homes
- Raise building permit fees or have other new user fees fund inspections
- Explore partnering with Seymour on inspections or hiring private inspectors

Housing and Residential Lots Priorities

- Set up a Minor Plat process
- Educate the Plan Commission and BZA on how legally to make a planning decision
- Adopt a building code and implement stronger Code Enforcement
- Pass the minimum property maintenance standards ordinance
- Hire county building inspector and zoning inspector
- Keep housing affordable
- Explore new methods of sewage disposal
- Find a way to get rid of old mobile homes

Transportation Focus Group Summary

February 17, 2005

Participants—Brad Meadows, Brownstown Schools Transportation Director; Tim Fosbrink, Seymour Schools Transportation Director and Volunteer Fireman; Jim Moody, Development Engineer for INDOT, Seymour District; Bonnie Busbice, Seymour Public Works Department and former Tourism Director; Jason Fee, County Engineer; Mike Weir, Building Commissioner

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Transportation Suggestions/Solutions

- Amend Subdivision Ordinance to require that new roads be elevated above flood protection grade.
- Adopt the local option highway user tax (wheel tax)
- Plan for bicyclists and pedestrians

Transportation Priorities

- More money for basic road maintenance
- Widening and upgrading classification of key roads
- Widen SR 135
- Build roads above flood level
- Develop alternate flooding routes (SR 258)
- Replace Iron Bridge in Vallonia so buses can cross the river

Agriculture Focus Group Summary

February 17, 2005

Participants—Gene Speaker, Grain Farmer; James Lucas, Hog Farmer; Curtis Wischmeier; Bob Marley, Jackson-Jennings Co-op; Francis Elliott, Dairy Farmer and Soil and Water Conservation Board Member; Mike Weir, Jackson County Building Commissioner; Jason Fee, County Engineer

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Agriculture Suggestions/Solutions

- Prohibit development on Prime/Class I land
- Allow residential to be built only where public sewer is available
- Make Agricultural Zoning District truly agricultural, requiring variance for residential
- Require a second septic system on each home site and increase lot size to 2 Acres
- Work on lot sizes—maybe minimum 40 - 80 Acres on Prime/Class I land
- Direct growth to existing urban areas
- Require rural residential permits have warning about existing farms (smell, etc.)
- Educate landowners about farmland preservation

Agriculture Priorities

- Agricultural zoning really becomes agricultural
- Allow only relevant information at public hearings
- Toughen up permit process
- Protect existing agricultural—maybe new residential development should build buffers
- Educate the public about the importance of farming in local economy

Parks and Recreation Focus Group Summary

February 17, 2005

Participants—Ron Cobb, Manager for Starve Hollow State Recreation Area and Jackson County Tourism Board Member; Jack Montgomery, Vice-President of Peoples Bank, Fair Board Member, School Board Member, and Economic Development Board Member; Edith Bowling, Sparksville Parks Coordinator and Knobstone Trail Representative; Les Wadzinski, Recreation Program Manager for Hoosier National Forest; Jason Fee, Jackson County Engineer; Mike Weir, Jackson County Building Commissioner

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Parks and Recreation Suggestions/Solutions

- Rely more on user fees to fund parks and recreation
- Install better directional signage leading to facilities

Parks and Recreation Priorities

- Finish Knobstone Trail
- Upgrade Walking Facilities through expansion and better maintenance
- Find alternative sources of funding
- Attract a hotel with a small conference facility
- Develop more scenic overlooks in Jackson County

Economic Development Focus Group Summary

February 17, 2005

Participants: Darrell Baker, Jackson County Water, Seymour Chamber of Commerce, Jackson County Industrial Development; Chip Everhart, Rose Acre Farms; Don Rorbaugh, Eisen USA; Mary Winburn, Jackson Co. Industrial Development Corporation; Mike Weir, Jackson County Building Commissioner

K.K. Gerhart-Fritz, Planning Consultant for Jackson County's Comprehensive Plan, asked everyone to introduce themselves, then explained that this was one of five focus groups being held today. Focus groups are groups of people, who have special knowledge or experience relating to a specific topic, so all of those present were considered local experts on this topic. The comprehensive plan steering committee agreed that the topics for the focus groups would be transportation, agriculture, parks and recreation, housing and residential lots, and economic development. Ms. Gerhart-Fritz researched each topic thoroughly, prior to today's meetings, in order to have some background knowledge and to have some resulting facts to prompt discussion.

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Economic Development Suggestions/Solutions

- Take advantage of training grants, job fairs, etc.
- Promote the Community Learning Center—many still don't know about it
- Keep up with the latest economic development tools (already using tax incentives)

Economic Development Priorities

- Attract a reliable workforce that is big enough, and has the right education and training
- Strive for diverse employment opportunities
- Look past industrial development to other areas (technology)
- Improve quality of life so professional and management employees will live here
- Make zoning and subdivision regulations clearer, so that there is less risk for businesses

Appendix B: Conservation Subdivisions

Conservation or Cluster Subdivision Fact Sheet

What is a Cluster or Conservation Subdivision?

A cluster or conservation subdivision generally sites single-family homes on smaller parcels of land, while the additional land that would have been allocated to individual lots is converted to common open space for the subdivision residents. Typically development standards, including road frontage, lot size, setbacks, etc. are changed to allow the developer to better preserve the desirable open space. *Here are some definitions from Zoning Ordinances around the country:*

- A subdivision in which the lot sizes are reduced below those normally required in the zoning district in which the development is located, in return for the provision of permanent open space. *(Muskegon, Mich.)*
- A residential use that divides land into not more than the number of lots permissible in a conventional subdivision of the same property in the same zone, but where the size of individual lots may be reduced in order to gain common open space. *(Deering, N.H.)*
- A form of development for single-family residential subdivisions that permits a reduction in lot area and bulk requirements, provided there is no increase in the number of lots permitted under a conventional subdivision and the resultant land area is devoted to open space. *(Bondurant, Iowa)*
- A clustered neighborhood design with gross density comparable to nearby rural/semirural subdivisions. *(Wayne, OH)*

Note: most communities have standards for what is and is not acceptable as common open space. Common open space should be land area that the community wants to preserve, such as historic sites, wetlands, floodplains, wooded areas, pasture or cropland, or even regular ground that stays undeveloped.

What is the difference between a Conservation or Cluster Subdivision and a regular subdivision?

Consider the following distinction between a conventional subdivision and a conservation or cluster subdivision. With a conventional subdivision in mind, imagine a developer subdividing a 100-acre piece of land into 50 two-acre parcels, each with a single-family home. Under a conservation or cluster subdivision design, a developer would plan differently to get the 50 single-family homes, this time putting each on 0.5-acre parcels, "clustered" together in groups. This would only use 25 acres of land for residences and would leave 75 acres of "open space." Typically, the open space areas are in the midst of the development and are designed around the natural or man-made features of the landscape. In our hypothetical 100-acre parcel, for example, we might have three separate areas of open space averaging 25 acres each. One might be centered on a section of woods, one around a pond or a creek, and one around a meadow.

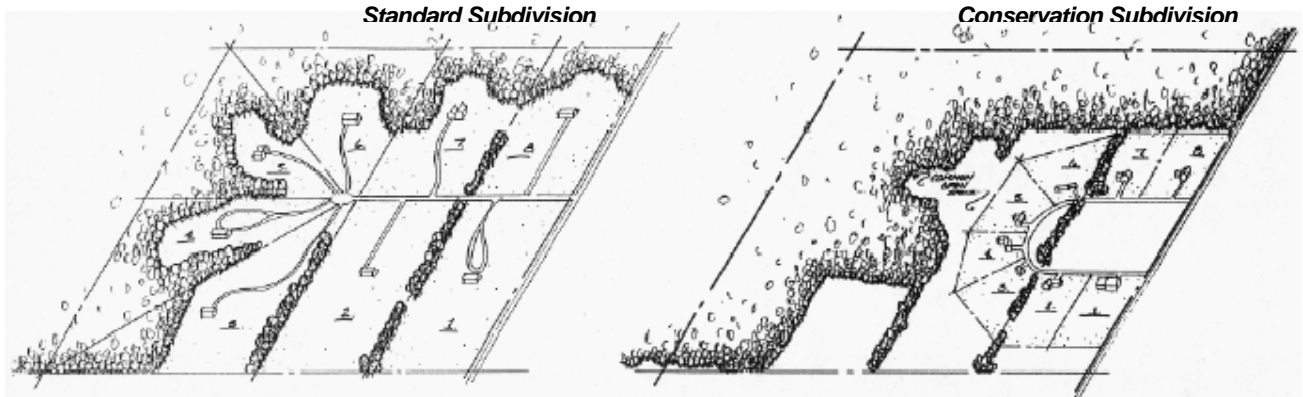
In a typical cluster subdivision, each homeowner has access to all of the open space areas, which may be permanently preserved by a conservation easement -- a restrictive covenant forbidding any type of development in perpetuity. To provide maximum protection for both the open space and the residents, the conservation easement should be assigned to at least two organizations, a homeowners' association, whose membership includes all the homeowners in the subdivision, and a local government agency or land trust. The conservation easement should specify the types of activity permitted on the open land, i.e., recreation, type of agriculture, woodland protection, or stream buffers. The easement should be placed on the property prior to the development of the conservation or cluster subdivision.

Where have Conservation or Cluster Subdivisions been built and are they successful?

Cluster or conservation subdivisions have been very popular in rural areas in the eastern United States. Surveys show that residents generally rate them very highly as places to live, and they have maintained their property values. In Indiana, Michigan City's *Tryon Farm* is a well-known example that preserves 120 of the property's 170-acres.

What does a Cluster or Conservation Subdivision look like?

The following illustrations are from the State of Wisconsin's Model Conservation Subdivision Ordinance



What are the advantages of a Conservation or Cluster Subdivision?

- Maintaining rural character of the area
- Open space for residents
- Preserving critical land
- Cheaper infrastructure costs, leaving developers more money for amenities
- Meeting a market need for low-maintenance housing
- Reducing the impacts of development on watersheds
- Can provide a buffer between residential lots and agricultural

What are the disadvantages of a Conservation or Cluster Subdivision?

- Current zoning and subdivision regulations don't support this type of development
- Takes extra effort for developer if regulations aren't already in place (variances, etc.)
- Maintenance of common open space requires creation of homeowners' association
- Homeowners have extra cost for maintenance fees (taxes, insurance, and general upkeep) not typically incurred in a conventional subdivision
- Smaller-sized lots result in close proximity to neighbors' homes

How does sewage disposal work in a Conservation or Cluster Subdivision?

In areas where public sewers are not available, advances in technology allow creation of small community systems where wastewater is transported and treated in a safe, economically feasible, and aesthetically pleasing manner.

How do Conservation or Cluster Subdivisions and Planned Unit Developments differ?

Planned Unit Developments (PUDs) may include a mix of residential, commercial, industrial, or other uses, whereas the conservation or cluster subdivision normally only includes single family housing. Within the PUD, development standards need not be uniform with the community's zoning code. One major difference between PUDs and conservation or cluster development is the amount of open space. Where PUDs typically contain 20% open space or less, most conservation or cluster developments strive for 40%.

Where can I find out more about Conservation or Cluster Subdivisions?

Arendt, Randall. 1994. *Designing Open Space Subdivisions: A Practical Step-by-Step Approach*. Open Space Zoning: What It Is & Why It Works, Randall Arendt: <http://www.plannersweb.com/articles/are015.html>

Appendix C: Background Research

Our People

	Population in 2003	% of County
Brownstown	3,025	7.3%
Crothersville	1,541	3.7%
Medora	559	1.3%
Seymour	18,500	44.4%

Introduction—Population

Why do we care about population?

Population is one of the two factors (the other is economics) which drive development. Since the job of your comprehensive plan is to address future development in Jackson County, it is essential that we find out as much as possible about this factor, so that we can prepare for and guide future development. Understanding the patterns, amounts and characteristics of the county's population growth over the years will make it easier to plan for the future.

Trends

Data has been collected and analyzed for several different population characteristics:

- Age
- Race and Hispanic Origin
- Sex
- Income and Poverty
- Household Size and Composition
- Population Growth

Local Jackson County data has been compared to state and national data or examined over a period of time in order to identify trends relating to that characteristic. These trends may be considered either positive or negative. In some cases, planning can be proactive and take action to influence that trend, such as providing more opportunities for higher education locally to combat a low rate of college graduation. Sometimes, however, a community can not influence the trend (i.e., the aging of the population), but can benefit by planning for that trend, so they are not caught off-guard.

Forecasts

In addition to collecting data about Jackson County's existing population, in effect trying to understand "who we are", this chapter also includes data about possible future population size for Jackson County. The population forecast was generated by the Indiana Business Research Center (IBRC) of Indiana University, recognized by the U.S. Census Bureau as their official partner in the State of Indiana. IBRC's forecasts are generally acknowledged to be the official population forecasts in Indiana. Population forecasts are important because they allow a community to proactively plan to accommodate their growth.

Age

Why do we care about age?

The age of a community's population is tremendously important to consider when planning for the future. Different age groups have different traits, activities and needs, with regards to housing, recreation, employment, education, transportation, etc. Since the comprehensive plan will prepare for and guide future development, the county has an opportunity to prepare for the needs of its future population.

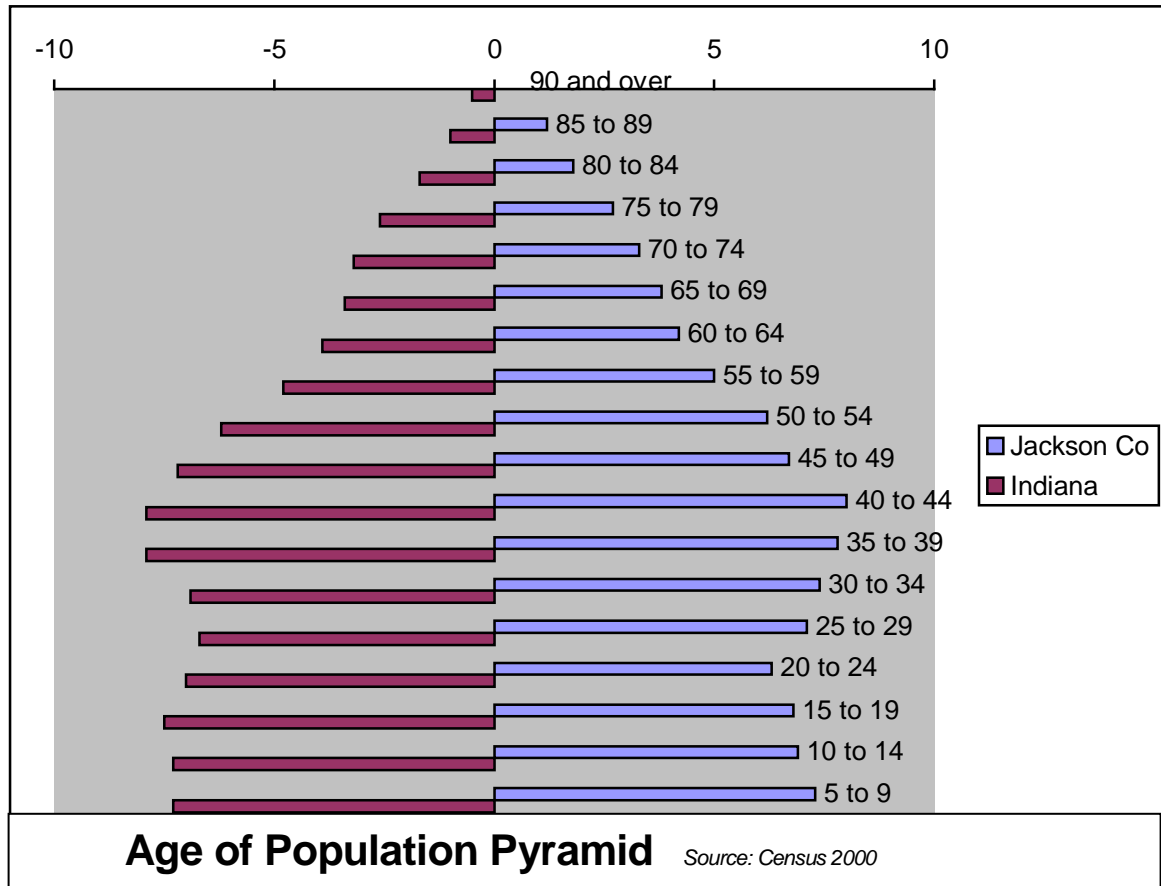


Table C-1, Median Age

	1990¹ Median Age	2000¹ Median Age	2010 Median Age²	2020 Median Age²	2030 Median Age²	2040 Median Age²
Jackson County	33.5 Years	35.8 Years	37.8 Years	39.5 Years	40.5 Years	40.9 Years
State of Indiana	32.8 Years	35.2 Years	36.7 Years	38.1 Years	39.0 Years	39.4 Years
United States	32.9 Years	35.3 Years	Data Unavailable			

¹Source: Actual Count—U.S. Bureau of the Census

²Source: Forecast—Indiana Business Research Center

Table C-2, Senior Population

	1990¹ -- 65 Years and Older	2000¹ -- 65 Years and Older	2010² -- 65 Years and Older	2020² -- 65 Years and Older	2030² -- 65 Years and Older	2040² -- 65 Years and Older
Jackson County	13.6%	13.3%	13.8%	16.4%	19.9%	21.5%
State of Indiana	12.6%	12.4%	12.6%	15.7%	19.4%	20.5%
United States	12.6%	12.4%	Data Unavailable			

¹Source: Actual Count—U.S. Bureau of the Census

²Source: Forecast—Indiana Business Research Center

Table C-3, School Age Population

	1990¹ -- 5 - 19 Years	2000¹ -- 5 - 19 Years	2010² -- 5 - 19 Years	2020² -- 5 - 19 Years	2030² -- 5 - 19 Years	2040² -- 5 - 19 Years
Jackson County	22.9%	21.0%	19.8%	19.2%	18.8%	18.7%
State of Indiana	22.4%	22.0%	20.9%	20.3%	19.9%	19.7%
United States	21.3%	21.8%	Data Unavailable			

¹Source: Actual Count—U.S. Bureau of the Census

²Source: Forecast—Indiana Business Research Center

Age Trends

Data has been collected and analyzed for possible age trends:

- Jackson County's Census 2000 age distribution was generally the same as that for the State of Indiana.
- The Census 2000 age distribution indicated that Jackson County had a slightly higher percentage of 30 - 34 year olds and a slightly lower percentage of 15 - 24 year olds than the State of Indiana.
- Though Jackson County's ratio of school age population (5 - 19 years of age) is ½% higher in 1990 than the State's, it drops to 1% less than the State's in 2000, and is expected to remain that way until 2040.
- In 1990, approximately one person out of 7 in Jackson County and one person out 8 in the state was 65 years or older.
- By 2040, it is expected that one out of 5 people will be age 65 or older in both Jackson County and the State of Indiana.
- In the decades between 2000 and 2010, Jackson County's median age increases by approximately 2 years, outpacing Indiana's expected increase of 1½ years per decade.
- Beginning in 2010, and continuing until 2040, Jackson County's actual median age is expected to be approximately 1½ to 2 years older than that of the State of Indiana.

Race and Hispanic Origin

Why do we care about race and Hispanic origin?

Why does race matter to a community? A community that lacks diversity (race or otherwise) is not as welcome to new residents, who may not look or act like the rest of the community. This can also have an impact on the business climate of a community -- it may be harder to attract new businesses to a homogeneous community, because a candidate company's ownership or employees will perceive that they don't fit that community, and may even feel they are unwelcome. It is also important to understand that changes to racial make-up can greatly impact local culture, including language spoken, type of food available, recreation preferences, etc.

Table C-4, 2000 Race

RACE	Jackson County Number	Jackson County Per Cent	Indiana Per Cent	United States Per Cent
White	39,736	96.1	87.5	75.1
Black or African American	227	0.5	8.4	12.3
American Indian & Alaska Native	101	0.2	0.3	0.9
Asian	323	0.8	1.0	3.6
Native Hawaiian & Other Pacific Islander	23	0.1	Z (Value greater than zero but less than half unit of measure shown)	0.1
Persons reporting some other race ¹	637	1.5	1.6	5.5
Persons reporting two or more races ²	288	0.7	1.2	2.4

• Source: U.S. Bureau of the Census, 2000 Census of Population and Housing

¹**Some other race:** Includes all other responses not included in the listed race categories. Respondents providing write-in entries such as multiracial, mixed, interracial, or a Hispanic/Latino group (for example, Mexican, Puerto Rican, or Cuban) in the "Some other race" category are included here.

²**Two or more races:** People may have chosen to provide two or more races either by checking two or more race response check boxes, by providing multiple write-in responses, or by some combination of check boxes and write-in responses.

The concept of race is separate from the concept of Hispanic origin. The federal government considers race and Hispanic origin to be two separate and distinct concepts; Hispanics may be of any race.

Table C-5, Hispanic Population Growth

Hispanic or Latino Origin	Jackson County Number	Jackson County %	Indiana %	United States %
1990	122	0.3%	1.8%	9.0%
2000	1112	2.7%	3.5%	12.5%

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing

Race and Hispanic Origin Trends

- Jackson County is very homogenous, with over 96% of its residents classified as “white”. While the race data in Census 2000 are not directly comparable to the race data collected in previous censuses (because categories have been changed), it does appear that this predominantly white characteristic is not new.
- There were almost ten times as many people of Hispanic origin in Jackson County in 2000 as there were in 1990. During that same time period, Indiana’s Hispanic population also grew, but at a much slower rate than Jackson County (it doubled).
- The 323 people who indicated that they were of Asian descent were the largest minority population in Jackson County in 2000. However, since twice as many people reported themselves to be of some other race in 2000, and about half as many people as the Asians reported themselves to be mixed race, it is obvious that there was a great deal of confusion related to racial self-reporting by individuals.

Gender

Why do we care about gender?

Most communities are almost equally balanced by the sexes. As far as comprehensive planning implications, gender will not have a large impact, unless it is unbalanced. If the males and females are not equally numbered, it is important to understand what causes that unbalance of the sexes (e.g., Is there a women's prison or an army base located in the jurisdiction?), and consider what implications there are, if any, to that unbalance.

Table C-6, Male/Female Ratio

	2000		1990	
	% Males	% Females	% Males	% Females
Jackson County	49.3%	50.7%	48.5%	51.5%
Indiana	49.0%	51.0%	48.5%	51.5%

Gender Trends

- Jackson County's population is typical, in that it is almost equally split between males and females.
- Jackson County's female population increased 7.7% between 1990 and 2000, while the male population increased by 11.5% during that same time period.
- Jackson County ranked 33rd out of Indiana's 92 counties in the percent change for both males and females between 1990 and 2000.

Household Size and Composition

Why do we care about household size and composition?

Household size is important to analyze, because it has huge implications for future planning. Household size directly translates into how many housing units are needed for the population of Jackson County. Household composition has implications as to what type of housing and services might be needed (i.e., senior citizens living alone or female heads of household with children).

Jackson County residents are more likely to live in family households, which, the Census Bureau says can be married couples, siblings living with one or both parents, single parents or just people living together who are related by marriage, birth or adoption. More than 72% of Jackson County households are family households (where at least two people live who are related), compared with slightly more than 68% for Indiana and the United States. This difference is even more pronounced when looking at married-couple families, with Jackson County having 58.1% and the state having 53.6% and 51.7% for the United States. Most non-family households (that is, no one in the household is related) are people living alone, a trend that is growing decade by decade across Indiana and the nation, but is still much lower in Jackson County than at the state and national level.

Table C-6, Male/Female Ratio

HOUSEHOLDS BY TYPE	Jackson County Number	Jackson County Per Cent	Indiana	United States
Total Households	16,052	100.0	100.0	100.00
Family households (families)	11,573	72.1	68.6	68.1
With own children under 18 years	5,406	33.7	32.9	32.8
Married-couple family	9,329	58.1	53.6	51.7
With own children under 18 years	4,123	25.7	23.8	23.5
Female householder, no husband present	1,597	9.9	11.1	12.2
With own children under 18 years	915	5.7	6.9	7.2
Nonfamily households	4,479	27.9	31.4	31.9
Householder living alone	3,777	23.5	25.9	25.8
Householder 65 years and over	1,623	10.1	9.5	9.2
Households with individuals under 18 years	5,892	36.7	35.7	36.0
Households with individuals 65 years and over	3,776	23.5	22.5	23.4

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing

Table C-7, Households by Type

HOUSEHOLDS BY TYPE	Jackson County Number	Jackson County Per Cent	Indiana	United States
Total Households	16,052	100.0	100.0	100.00
Family households (families)	11,573	72.1	68.6	68.1
With own children under 18 years	5,406	33.7	32.9	32.8
Married-couple family	9,329	58.1	53.6	51.7
With own children under 18 years	4,123	25.7	23.8	23.5
Female householder, no husband present	1,597	9.9	11.1	12.2
With own children under 18 years	915	5.7	6.9	7.2
Nonfamily households	4,479	27.9	31.4	31.9
Householder living alone	3,777	23.5	25.9	25.8
Householder 65 years and over	1,623	10.1	9.5	9.2
Households with individuals under 18 years	5,892	36.7	35.7	36.0
Households with individuals 65 years and over	3,776	23.5	22.5	23.4

• Source: U.S. Bureau of the Census, 2000 Census of Population and Housing

Table C-8, Average Household Size

	Jackson County	Indiana	United States
Average household size (people per household)	2.54	2.53	2.59
Average family size (people per family)	2.98	3.05	3.14

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing

Household Size and Composition Trends

- Jackson County residents are more likely to live in family households, which, the Census Bureau says can be married couples, siblings living with one or both parents, single parents or just people living together who are related by marriage, birth or adoption. More than 72% of Jackson County households are family households (where at least two people live who are related), compared with slightly more than 68% for Indiana and the United States.
- This difference is even more pronounced when looking at married-couple families, with Jackson County having 58.1% and the state having 53.6% and 51.7% for the United States.
- Most non-family households (that is, no one in the household is related) are people living alone, a trend that is growing decade by decade across Indiana and the nation, but is still much lower in Jackson County than at the state and national level.
- Over 10% of Jackson County residents are 65 years and over and live alone, which is higher than the figures for the state and the nation.

Population Growth

Why do we care about population growth?

Understanding our past population growth in Jackson County can help us predict future population growth. By analyzing the patterns and amounts of population growth over the years, we can more easily plan for the future.

Table C-9, Annual Estimates of the Population for Counties of Indiana: April 1, 2000 to July 1, 2003					
Geographic Area	Population Estimates				April 1, 2000
	July 1, 2003	July 1, 2002	July 1, 2001	July 1, 2000	Estimates Base
Jackson County	41,639	41,563	41,471	41,409	41,335

Data source: U.S. Bureau of the Census

Table C-10, Population Growth

	1960	1970	% change	1980	% change	1990	# change	% change	2000	# change	% change
Indiana	4,662,498	5,193,669	11.4%	5,490,224	5.7%	5,544,159	53,935	1.0%	6,080,485	536,326	9.7%
Jackson County	30,556	33,187	8.6%	36,523	10.1%	37,730	1207	3.3%	41,335	3605	9.6%
Seymour		13,352		15,100	13.1%	15,576	476	3.2%	18,101	2525	16.2%
Brownstown		2,376		2,704	13.8%	2,872	168	6.2%	2,978	106	3.7%
Crothersville		1,663		1,747	5.1%	1,687	-60	-3.4%	1,570	-117	-6.9%
Medora		788		853	8.3%	805	-48	-5.6%	565	-240	-29.8%
Bartholomew County	48,198	57,022	18.3%	65,088	14.1%	63,657	-1431	-2.2%	71,435	7778	12.2%
Brown County	7024	9057	28.9%	12,377	36.7%	14,080	1703	13.8%	14,597	517	3.7%
Jennings County	17,267	19,454	12.7%	22,854	17.5%	23,661	807	3.5%	27,554	3893	16.5%
Lawrence County	36,564	38,038	4.0%	42,472	11.7%	42,836	364	0.9%	45,922	3086	7.2%
Monroe County	59,225	84,849	43.3%	98,785	16.4%	108,978	10,193	10.3%	120,563	11,585	10.6%
Scott County	14,643	17,144	17.1%	20,422	19.1%	20,991	569	2.8%	22,960	1969	9.4%
Washington County	17,819	19,278	8.2%	21,932	13.8%	23,717	1785	8.1%	27,223	3506	14.8%

• Data source: U.S. Bureau of the Census

Table C-11, Population Growth by Township, Jackson County

Township	2000	1990	Change	% change
Brownstown	5,301	4,963	338	6.8%
Carr	1,384	1,576	-192	-12.2%
Driftwood	836	959	-123	-12.8%
Grassy Fork	775	732	43	5.9%
Hamilton	1,615	1,680	-65	-3.9%
Jackson	19,578	16,369	3,209	19.6%
Owen	1,625	1,525	100	6.6%
Pershing	1,386	1,380	6	0.4%
Redding	4,002	3,758	244	6.5%
Salt Creek	309	309	0	0.0%
Vernon	3,456	3,512	-56	-1.6%
Washington	1,068	967	101	10.4%

Population Growth Trends

Local Jackson County data has been compared to state and national data or examined over a period of time in order to identify trends relating to growth:

- Jackson County's population growth between 1960 and 2000 generally reflects the same trends as that of the State of Indiana.
- Between 1990 and the most recent census in 2000, Jackson County ranked 33rd of the counties in the state for population growth.
- Jackson County's fastest rate of growth occurred between 1970 and 1980 (10.1%), and was almost twice the growth rate experienced by the State of Indiana during that same period.
- Jackson County's biggest population increase occurred between 1990 and 2000 (3,605 people).
- Over 70% of the County's population growth between 1990 and 2000 occurred in Seymour.
- Slightly less than ¼ of the County's population growth between 1990 and 2000 occurred outside Seymour and Brownstown.
- Crothersville and Medora have experienced significant population loss since the 1990 Census.
- Jackson County's population increase of 3605 people between 1990 and 2000 was approximately the same as that experienced by Jennings, Lawrence and Washington Counties, but was much lower than Bartholomew and Monroe Counties.
- As a whole, Jackson County has never experienced a loss of population. Bartholomew County is the only adjacent County that has experienced a loss of population (a loss of 1,431 people between 1980 and 1990).
- The Census Bureau estimates that Jackson County's population grew by 304 people between April 1, 2000 and July 1, 2003. This rate of growth is much slower than what was experienced between 1990 and 2000.
- Carr, Driftwood, Hamilton and Vernon Townships lost population between the 1990 and 2000 Censuses.
- Jackson Township's population increased by almost 20% between 1990 and 2000, and with 3,209 additional people, it was by far the fastest growing township.

Population Projections

Why do we care about population projections?

Since the future cannot be predicted with certainty, why do we even bother to try? Projecting future population size allows a community to be proactive and prepare for and guide future growth. Future changes the county makes in land use and zoning will also have an impact on population growth, but that is not reflected in this model.

The accuracy of population projections rests on assumptions about future fertility, mortality, and migration. Human behavior is unpredictable, so these population projections¹ may be different from future census counts. The migration component is especially difficult to predict. Note that the projection model is strictly demographic and includes no economic assumptions about future trends in employment, interest rates or economic development initiatives. Smaller areas are subject to wider error margins when using projection models, so Jackson County's projections are less accurate than those for the state are. Similarly, longer projection periods (e.g., 2030 and beyond) have the potential for greater error, than shorter projections.

Population Projections Trends

- Jackson County's total population is projected to increase by 3884 people between the year 2000 and 2040, which indicates a slow down in growth, compared to previous decades.
- Jackson County's total population age make-up is expected to change between the year 2000 and 2040, with the biggest changes being the increase in the Senior Citizen Population (ages 65+), which will increase by more than 8%. As a share of the county's population, this group will move from about 13% (one in eight people) to more than 20% percent (one in five people).
- In Jackson County, the growth of the sixty-five or older group offsets the decline in the balance of the population, and leads to population growth for the county as a whole.
- The other biggest change between 2000 and 2040 is the decrease in the young adult population (ages 25 - 44) by almost 12%.
- By 2040, approximately half of Jackson County's population will be over the age of 40.
- Jackson County's age make-up is very similar to that of the State of Indiana's, and most of its surrounding counties. Brown County is projected to have a higher percentage of senior citizens, while Monroe County is projected to continue having a much higher percentage of college age adults (due in large part to the presence of Indiana University).

Table C-12, Jackson County Population Projections by Age

Year	Increase (+) or Decrease (-)	Total	Pre-School 0-4	School Age 5-19	College Age 20-24	Young Adult 25-44	Older Adult 45-64	Seniors 65+
2000	N/A	41,335	2,905	8,677	2,605	12,530	9,115	5,503
2005	+72	41,407	2,899	8,454	2,493	11,932	10,109	5,520
2010	+420	41,827	2,879	8,278	2,454	11,577	10,848	5,791
2015	+565	42,392	2,879	8,262	2,397	11,277	11,193	6,384
2020	+619	43,011	2,868	8,258	2,375	11,114	11,355	7,041
2025	+643	43,654	2,902	8,261	2,369	11,010	11,088	8,024
2030	+605	44,259	2,935	8,301	2,372	10,986	10,859	8,806
2035	+523	44,782	2,959	8,380	2,377	10,999	10,690	9,377
2040	+437	45,219	2,982	8,456	2,392	11,044	10,613	9,732

• Data source: Indiana Business Research Center, IU Kelley School of Business.

Table C-13, Population Projections - Jackson County, %

Year	Total	Pre-School 0-4	School Age 5-19	College Age 20-24	Young Adult 25-44	Older Adult 45-64	Seniors 65+
2000	100.0%	7.0%	21.0%	6.3%	30.3%	22.1%	13.3%
2005	100.0%	7.0%	20.4%	6.0%	28.8%	24.4%	13.3%
2010	100.0%	6.9%	19.8%	5.9%	27.7%	25.9%	13.8%
2015	100.0%	6.8%	19.5%	5.7%	26.6%	26.4%	15.1%
2020	100.0%	6.7%	19.2%	5.5%	25.8%	26.4%	16.4%
2025	100.0%	6.6%	18.9%	5.4%	25.2%	25.4%	18.4%
2030	100.0%	6.6%	18.8%	5.4%	24.8%	24.5%	19.9%
2035	100.0%	6.6%	18.7%	5.3%	24.6%	23.9%	20.9%
2040	100.0%	6.6%	18.7%	5.3%	24.4%	23.5%	21.5%
2040	100.0%	6.7%	19.7%	6.2%	24.2%	22.7%	20.5%

• Data source: Indiana Business Research Center, IU Kelley School of Business.

Table C-14, Population Projections - Jackson County Region, %

Geographic Unit	Year	Total	Pre-School 0-4	School Age 5-19	College Age 20-24	Young Adult 25-44	Older Adult 45-64	Seniors 65+
Jackson County	2040	100.0%	6.6%	18.7%	5.3%	24.4%	23.5%	21.5%
Bartholomew County	2040	100.0%	6.8%	18.8%	5.0%	24.7%	23.5%	21.2%
Brown County	2040	100.0%	5.1%	16.8%	4.0%	21.9%	24.3%	28.0%
Jennings County	2040	100.0%	6.6%	18.8%	4.8%	24.8%	24.2%	20.7%
Lawrence County	2040	100.0%	6.1%	18.0%	4.8%	23.4%	23.5%	24.2%
Monroe County	2040	100.0%	5.1%	19.9%	15.6%	22.9%	20.0%	16.5%
Scott County	2040	100.0%	6.0%	17.8%	5.4%	24.1%	24.2%	22.6%
Washington County	2040	100.0%	6.0%	18.5%	5.3%	23.9%	23.8%	22.5%
State of Indiana	2040	100.0%	6.7%	19.7%	6.2%	24.2%	22.7%	20.5%

• Data source: Indiana Business Research Center, IU Kelley School of Business.

¹The projections presented above were produced by the Indiana Business Research Center using a variant of the cohort component method, which carries forward individual age cohorts in time, accounting for the separate impacts of deaths and migration. The base population for these projections is the Census 2000 population count.

Conclusions

- **AGING POPULATION** - The population of Jackson County is aging. The growth in the population age sixty-five or older could be a threat to the county, since senior citizens are not the traditional breadwinners or worker bees. The prospect of huge numbers of people dependent on Medicare, limited in mobility, and requiring special attention in specialized facilities may be frightening, but is unavoidable. Those who will be sixty-five or older in 2040 are thirty or older today, in 2005, and already have established households and families in Jackson County.
- **SMALLER HOUSEHOLD SIZE** - Nationally, household size continues to shrink. Jackson County's household size is also shrinking, with single person households growing, including those of Senior Citizens.
- **CHANGING POPULATION** - Nationally and in Jackson County, the population is beginning to look different. Over the next several decades, the Hispanic population is expected to continue growing at a higher rate than the rest of the population. While Jackson County is still predominantly white, that lack of diversity is becoming more unusual by comparison with other counties and the rest of the nation.

The Comprehensive Plan provides a way that Jackson County can proactively address many of these population trends, so that its future can be more positive. Some ideas include:

- Making sure residents have good incomes in the years ahead, so they can save for their future
- Educating and encouraging residents to practice good health, since they will be living longer (i.e., provide safe pedestrian areas for exercise)
- Preparing for changing housing needs
- Preparing for changing transportation needs

Our Places

Introduction—Historic Districts, Sites and Structures

Why do we care about historic districts, sites and structures?

History is one of the factors that contribute to a community's character or identity. Each community is unique, and this is partly because each of their histories is unique. Historic districts, sites and structures are physical reminders of that history and become symbols for the community. These places, perhaps more than any other physical element, make our communities and rural areas distinct and special places. They provide us with an invaluable sense of place. The comprehensive plan should not only understand that history, but also recommend preservation of the most important historic "symbols".

Designations

The following designations were researched:

- National Historic Landmarks
- Historic American Building Survey
- Historic American Engineering Record
- National Register of Historic Places
- Potential Historic Landmarks
 - Districts
 - Structures/Sites

The above categories are all state or national designations. Local communities may also grant their own historic designation to districts, sites and structures. Local designations often have associated use and maintenance regulations.

National Historic Landmarks

What are they?

National Historic Landmarks are nationally significant historic places designated by the Secretary of the Interior because they possess exceptional value or quality in illustrating or interpreting the heritage of the United States.

Listings

There are no National Historic Landmarks in Jackson County.

Historic American Building Survey

What are they?

The Historic American Buildings Survey (HABS) collection is among the largest and most heavily used in the Prints and Photographs Division of the Library of Congress. The collections document achievements in architecture, engineering, and design in the United States and its territories through a comprehensive range of building types and engineering technologies.

Listings

- George Hall (Round) Barn, Rural Route 1, Medora vicinity, Jackson County, IN. Documentation compiled after 1933, 6 drawings.

Historic American Engineering Record

What are they?

The Historic American Engineering Record (HAER) collection is among the largest and most heavily used in the Prints and Photographs Division of the Library of Congress. The collection documents achievements in architecture, engineering, and design in the United States and its territories through a comprehensive range of building types and engineering technologies.

Listings

- 1868 Bell Ford (Covered) Bridge, Spanning East Fork White River at bypassed section, Seymour, Jackson County, IN. Documentation compiled after 1968, 6 drawings.
- 1875 Medora (Covered) Bridge, Spanning East Fork of White River at State Route 2, Medora, Jackson County, IN. Documentation compiled after 1968, Documentation compiled after 1968, 6 drawings.

National Register of Historic Places

What is it?

The National Register of Historic Places is the Nation's official list of cultural resources worthy of preservation. Authorized under the National Historic Preservation Act of 1966, the National Register is part of a national program to coordinate and support public and private efforts to identify, evaluate, and protect historic and archeological resources. Properties listed in the Register include districts, sites, buildings, structures, and objects that are significant in American history, architecture, archeology, engineering, and culture. Once placed on the National Register, a property receives official recognition and a degree of protection from federally assisted projects that might have an adverse affect it. The National Park Service administers the National Register for the nation; Indiana also has a preservation office to administer the National Register and associated programs. Each property has at least one category of significance listed, such as agriculture or art.

Listings

- Beatty-Trimpe Farm, 1858-1952, Seymour vicinity, Agriculture, Architecture
- Farmer's Club, 1914, Seymour, Architecture, Social History
- First Presbyterian Church, 1884, 1919, Seymour, Architecture, Art
- Jackson State Forest Picnic Area, 1934, Brownstown vicinity, Entertainment/Recreation, Social History, Landscape Architecture (New Deal Resources on Indiana State Lands Multiple Property Listing)
- Low Spur Archaeological Site, Archaeology
- Sand Hill Archaeological Site, Archaeology
- Seymour Commercial Historic District, c.1876-c.1945, Seymour, Architecture, Commerce, Transportation
- Southern Indiana Railroad Freighthouse, 1901-1952, Seymour, Transportation
- Frank Wheeler Hotel, c.1890, Freetown, Architecture

State Register of Historic Places

What is it?

The State Register of Historic Places is the State's official list of cultural resources worthy of preservation. Properties listed on the State's Register include districts, sites, buildings, structures, and objects that are significant in Indiana history, architecture, archeology, engineering, and culture. Listing on the State Register offers official recognition and protection from state-assisted projects that might have an adverse affect on it. The Indiana Division of Historic Preservation and Archaeology (DHPA) manages the Register for Indiana.

Listings

Note: Properties that are listed on the National Register of Historic Places are also listed on the State Register, however, some properties, including the one below, are only listed on the State Register.

- Carr High School, 1857, Medora, Education

Potential Historic Landmarks

What are they?

In general, a landmark is a building, district, site or object that holds historical, cultural or architectural significance on a local, state or national level. Official landmarks are those listed in the [National Register of Historic Places](#) or the [Indiana Register of Historic Sites and Structures](#) or places protected by [local preservation ordinances](#). To qualify for such status usually requires the place to reach fifty years in age, although there can be rare exceptions to this age requirement. There are historic districts and structures that simply haven't been nominated to national or state registers, and these landmarks are also important and have the potential to achieve official status. The Historic Landmarks Foundation of Indiana has surveyed almost all the counties in Indiana, including Jackson County to document potential landmarks. Their findings on Districts and Structures are documented in the [1988 Jackson County Historic Sites and Structures Inventory](#).

Historic District Listings

- Brownstown Courthouse Square Historic District—bounded by Spring Street on the north, mid-block between Sugar and Water Streets on the east, mid-block between Cross and Tanner Streets on the south and mid-block between Poplar and Maw on the west.
- Brownstown Residential Historic District—Bounded on the north mid-block between Bridge and Spring Streets, mid-block between High and Poplar Streets on the east, mid-block between Cross and Tanner on the south, and mid-block between Sycamore and Elm on the west.
- Jackson Brick and Hollow Ware Company Historic District -- Located northeast of the Ewing Section of Brownstown, south of Ewing Street
- Crothersville Downtown Historic District—Bounded on the north by the lots on the north side of Howard Street and both sides of Armstrong Street block to Dixon Street, on the east by the lots on the east side of Armstrong, on the south by the lots on the south side of Main Street and on the west by the lots on the west side of Pennsylvania
- Crothersville Residential Historic District—Bounded on the north by the lots on the north side of Howard Street, on the east by the lots on the east side of Preston Street, on the south by lots on both sides of Preston for about one block and by the lots on the south side of Main Street, and on the west by the lots on the west side of Jackson Street, the south side of Howard and the west side of Vine Street.
- Medora Historic District—Bounded on the north by the lots on the north side of Adams Street, on the east by the lots on the east side of Perry and including both sides of Main street to David, on the south by the south side of Scott, and on the west by the lots on the west side of George Street.
- Medora Brick Company Historic District—located on the northeast corner of CR 825 W and CR 425 S, west of Medora Pike

Historic Sites/Structures Listings

Individual sites and structures were classified in one of four categories: Outstanding, notable, contributing and non-contributing. Outstanding means the property is significant enough to be listed on the National Register of Historic Places. The Foundation surveyed 991 Jackson County properties in 1988 and rated 88 of them as outstanding. In addition to buildings, the outstanding listings include 3 round barns, 3 covered bridges and numerous metal truss bridges. Outstanding listings, excluding those in Seymour, are as follows:

Redding Township

- County bridge at SR 11 and the East Fork of the White River

Hamilton Township—no outstanding listings

Cortland Township

- James B. Thompson House
- Cortland Union Church

Pershing Township

- Taylor Chapel and Cemetery
- William Rupp House

Freetown

- Frank Wheeler Hotel

Salt Creek Township—no outstanding listings

Houston Township

- Houston Methodist Episcopal Church

Owen Township—no outstanding listings

Brownstown Township

- Shieldstown Covered Bridge
- County Bridge 59
- County Bridge 54
- County Bridge 69
- St. Paul Evangelical Lutheran Church and Cemetery

Brownstown

- House at 306 N. Poplar
- House at 522 W. Spring
- House at 908 W. Spring
- Belles House at 1026 w. Spring

Jackson Township

- Schneck House
- Bell Ford Covered Bridge
- House off US 50
- Clara D. Carter School
- Myers House

Crothersville—no outstanding listings

Washington Township—no outstanding listings

Vernon Township

- County Bridge 6662 on US 31

Grassy Fork Township

- School on CR 400 E
- House on CR 550 S

Driftwood Township

- Trinity Lutheran Church and Cemetery
- Stuckwish Round Barn
- Hess Round Barn
- Cavanaugh Truss Bridge

Vallonia

- Vallonia Methodist Episcopal Church

Carr Township

- Smith Round Barn
- Weddleville School
- Medora Covered Bridge
- County Bridge 119

Historic Landmark Foundation of Indiana's 10 Most Endangered List (2004 and 2005)

■ Medora Brick Plant—IN 425 south of Medora, Jackson County

A 50-man workforce once produced 54,000 handmade bricks a day at the Medora Brick Plant, built in 1906. The B&O railroad tracks at the edge of the complex carried bricks to pave streets throughout the Midwest and construct buildings, including structures at Purdue and universities in Kentucky. Twelve domed kilns remain, along with the brick drying building, sheds, loading shelter and office. It's a place that captures whole our industrial past.

The threat: The abandoned Medora Brick Plant looks like a place where time has stopped. But time doesn't stop, of course, so trees grow through the foundations and walls of the twelve round kilns and other structures, mortar leeches out, rust attacks the iron straps around the kilns, and vandals pilfer brick pavers. Finding a new use for such rare and unusual structures presents a tough challenge, not helped by the owner's reluctance to set a price at which he would sell.



After having helped build and pave many structures and roads throughout the Midwest, all twelve of the round kilns as well as the other buildings at the abandoned Medora Brick Plant are falling prey to invading vegetation and the weather.

Conclusions

Jackson County is rich in historic character, much of it unique. The round barns, covered bridges and brick plants are special structures with special histories that add to Jackson County's character.

The Comprehensive Plan provides a way that Jackson County can proactively utilize these historic resources. Some ideas include:

- Continue to promote these resources for tourism activities, such as the annual Round Barn Bicycle Tour
- Develop a tour map and official signs to direct people to historic properties in Jackson County, particularly those already listed on state and national registers
- Investigate establishing local historic districts in Crothersville, Medora and Brownstown
- Consider ways to encourage nominations of outstanding sites and structures to the National Register, such as local tax incentives
- Enlist local support to preserve threatened structures, including the brick company and the covered bridges.

Our Economy

Introduction—Economics

Why do we care about economics?

Economics is one of the two factors (the other is population) which drive development. Since the job of your comprehensive plan is to address future development in Jackson County, it is essential that we find out as much as possible about this factor, so that we can prepare for and guide future development. Understanding the patterns, amounts and characteristics of economic factors in the county over the years will make it easier to plan for the future.

Trends

Data has been collected and analyzed for several different economic characteristics:

- Labor force
- Unemployment
- Employment by major industrial division
- Wage rates
- Educational attainment
- Per capita personal income
- Assessed (property tax) value
- Property tax rates
- Housing stock data
- Construction activity
- Retail sales

Local Jackson County data has been compared to state and national data or examined over a period of time in order to identify trends relating to that characteristic. These trends may be considered either positive or negative. In some cases, planning can be proactive and take action to influence that trend, such as providing more opportunities for higher education locally to combat a low rate of college graduation. Sometimes, however, a community can not influence the trend (i.e., the decline in retail sales during a recession), but can benefit by planning for that trend, so they are not caught off-guard.

Labor Force Data

Why do we care about the labor force?

The labor force is important to a community because it is a reflection of a community's health. It is important to understand Jackson County's labor force so appropriate economic development plans can be made.

Table C-15, Annual Average Resident Labor Force Estimates

(not seasonally adjusted)

Year:	Jackson County Labor Force:	Jackson County Population	% of Jackson County Total Population	State of Indiana Labor Force	State of Indiana population	% of Indiana Total Population
2003	22,580	41,639	54.2%	3,187,734	6,195,643	51.5%
2000	21,810	41,335	52.8%	3,121,542	6,080,485	51.3%
1990	18,690	37,730	49.5%	2,796,385	5,544,159	50.4%

Data source: Indiana Department of Workforce Development

Labor Force Trends

- The percentage of Jackson County residents who are in the Labor Force has grown steadily over the years. In 1990, slightly less than half of Jackson County's population was either working or looking for work; by 2003 that number had grown by 5%.
- A higher percentage of Jackson County Residents are currently in the labor force compared to the State of Indiana. That was not true in 1990.
- In 2003, Jackson County accounted for 0.7% of Indiana's resident labor force, ranking 34th among Indiana counties.

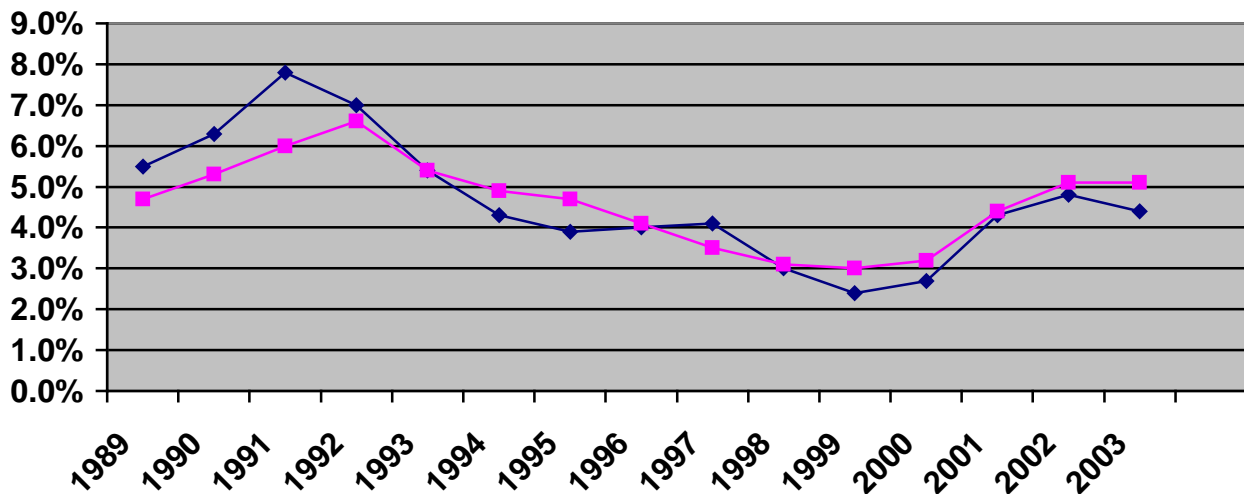
Unemployment

Why do we care about unemployment?

Unemployment has a direct impact on income, and therefore the economic health of a community and its residents. A high unemployment rate translates to a large number of people being out of work because jobs are not available. A very low unemployment rate may mean that jobs are available, but there is no one available to fill them. Both extremes can have a negative impact on the community.

Table C-16, Unemployment Estimates (not seasonally adjusted)

	December 2004	Rank of 92 Indiana Counties	November 2004	December 2003	Annual Rate for 2004
Jackson County Number Unemployed	930	42	0% Change 1 year later	3.3% Change 1 year later	N/A
Jackson County Unemployment Rate	4.2	72	4.2	4.1	N/A
State Unemployment Rate	5.0	N/A	5.0	5.0	N/A
U.S. Unemployment Rate	5.1	N/A	5.2	5.4	5.5



Data source: Indiana Dept. of Workforce Development

Unemployment Trends

- The unemployment rate for Jackson County was a low 3.3% in 2000. This low unemployment rate can almost be considered full employment, with the “unemployed” largely accounted for as people in the process of changing jobs or looking for the right job. Low unemployment rates can make it difficult for employers to find enough workers.
- Over the past 10 years, Jackson County’s unemployment rate has been slightly lower than the unemployment rate for the State of Indiana.
- Jackson County’s unemployment high over the last dozen years was in 1991, with a rate of 7.8%. The State also had a high unemployment rate of 6% that year.

Employment Data by Major Industrial Division

Why do we care about employment by major industrial division?

It is important to understand which sectors of employment are dominant in a community, because communities that are overly dependent on one sector are more likely to suffer if employment in that sector declines.

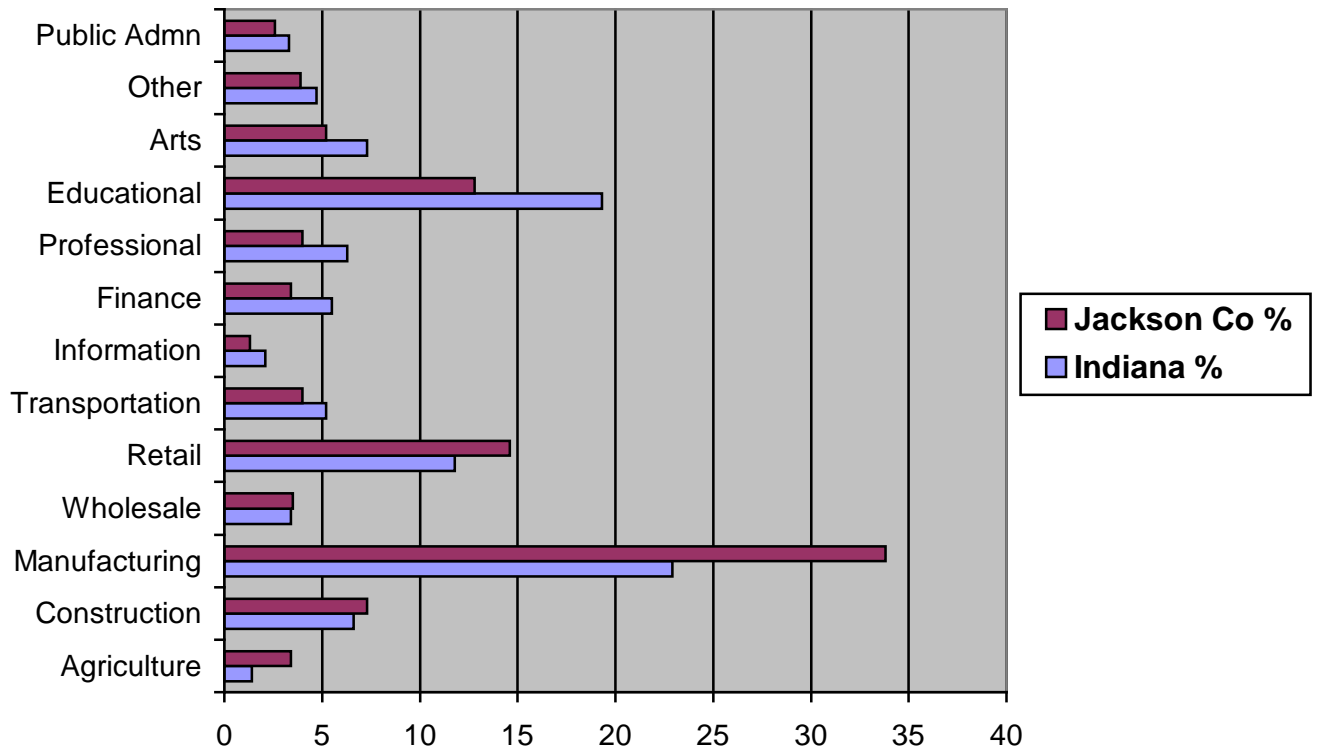


Table C-17, Employment Sectors	Indiana #	Indiana %	Jackson County #	Jackson County %
Agriculture, forestry, fishing and hunting, and mining	42,041	1.4	703	3.4
Construction	196,152	6.6	1,496	7.3
Manufacturing	678,078	22.9	6,891	33.8
Wholesale trade	101,505	3.4	711	3.5
Retail trade	349,133	11.8	2,975	14.6
Transportation and warehousing, and utilities	153,421	5.2	824	4.0
Information	62,714	2.1	271	1.3
Finance, insurance, real estate, and rental and leasing	167,715	5.7	700	3.4
Professional, scientific, management, administrative, and waste management services	186,104	6.3	821	4.0
Educational, health and social services	572,921	19.3	2,602	12.8
Arts, entertainment, recreation, accommodation and food services	217,830	7.3	1,051	5.2
Other services (except public administration)	139,079	4.7	805	3.9
Public administration	98,481	3.3	535	2.6

Employment by Major Industrial Division Trends

- Jackson County's leading employment sectors continue to be Manufacturing (33.8%) and Retail Trade (14.6%), representing almost half of the county's employment. The county's manufacturing sector accounts for a substantially higher percentage of jobs than the State average of 22.9%.
- At 12.8%, the Educational, Health and Social Services Industry came in third for share of employment in Jackson County, but at a substantially lower rate than the State's 19.3%.
- Not surprisingly, Jackson County's rate of agricultural employment is almost twice that of the state's.

Wage Rates

Why do we care about wage rates?

Not only is it important to make sure people in the labor force are employed, it is also important for the local economy to find good, high-paying jobs.

Table C-18, Employment & Wages Data for 2nd Quarter 2004

Industry	Jackson County Establishments	Jackson County Jobs	Jackson County Average Weekly Wage	Indiana Average Weekly Wage	Jackson Co. % of State Average Wage
Total	978	20,583	\$568	\$646	88%
Agriculture, Forestry, Fishing and Hunting	D	D	D	\$473	--
Mining	D	D	D	\$912	--
Utilities	6	121	\$1,001	\$1,120	89%
Construction	97	644	\$520	\$734	71%
Manufacturing	82	6,775	\$731	\$886	83%
Wholesale Trade	50	501	\$660	\$844	78%
Retail Trade	183	2,286	\$362	\$400	91%
Transportation and Warehousing	55	2,457	\$605	\$675	90%
Information	13	197	\$619	\$734	84%
Finance and Insurance	60	400	\$548	\$918	60%
Real Estate and Rental and Leasing	30	136	\$325	\$528	62%
Professional, Scientific, and Technical Services	56	376	\$643	\$837	77%
Management of Companies and Enterprises	11	146	\$939	\$1219	77%
Administrative and Support and Waste Management and Remediation Services	33				
Educational Services	12	995	\$568	\$646	88%
Health Care and Social Services	83	1,684	\$574	\$646	89%
Arts, Entertainment, and Recreation	7	96	\$212	\$442	48%
Accommodation and Food Services	72	1,506	\$197	\$217	91%
Other Services(Except Public Administration)	78	421	\$291	\$423	69%
Public Administration	33	925	\$513	\$642	80%
Unallocated	0	0	\$0	\$485	--

D = Item is not available due to non-disclosure. Data source: Indiana Business Research Center (ES202 data)

Wage Rate Trends

- Jackson County's employers pay less than the state average weekly wage in all employment sectors. Employees in Jackson County's leading employment sector (manufacturing) make only 83% of the state's average weekly manufacturing wage. Average weekly wages for the retail trade sector and the accommodation and food services sector were closest to the state average, at 91%. The art, entertainment and recreation sector's weekly wage in Jackson County was only 48% of the state average wage, with finance and real estate sectors also noticeably low, at 60% and 62% respectively.
- Earnings of persons employed in Jackson increased from \$829,418 in 2001 to \$837,724 in 2002, an increase of 1.0 percent. The 2001-2002 state change was 1.7 percent and the national change was 1.5 percent. The average annual growth rate from the 1992 estimate of \$466,386 to the 2002 estimate was 6.0 percent. The average annual growth rate for the state was 4.7 percent and for the nation was 5.3 percent.

Educational Attainment

Why do we care about educational attainment?

Education is important to a community because it is an indicator for the community's workforce. The more education a population has, the easier it is to attract higher paying jobs to that community. This lack of higher education (and even a basic high school diploma) puts many of Jackson County's residents at risk, and because of that, the community is also at risk.

Table C-19, Educational Attainment

Geographic Area	High School Graduate or Higher				Bachelor's Degree or Higher			
	2000	Rank	1990	Rank	2000	Rank	1990	Rank
Indiana	82.1%	NA	75.6 %	NA	19.4%	NA	15.6%	NA
Jackson County	79.8%	60	69.3 %	74	11.5%	58	8.7%	67

Educational Attainment Trends

- Jackson County residents are substantially less educated than the State of Indiana as a whole.
- In 1990, 8.7% of Jackson County's population had a bachelor's degree, almost half the rate of the State of Indiana. By 2000, the college-educated in Jackson County had increased to 11.5%; while this is an improvement, it is still substantially less than Indiana's 2000 rate of 19.4%.

Income

Why do we care about income?

Income relates directly to a person's quality of life, and how much they can spend on housing, education, health care, etc. It is also an important measurement of the health of a community.

Table C-20, Per Capita Personal Income

Per Capita Personal Income (annual)	Number	Rank in State (92 counties)	Percent of State	Indiana
2002	\$24,227	57	86.4%	\$28,032

Income Trends

- Jackson County's per capita personal income (PCPI) in 2002 (most recent year available) was \$3,805 less than the State of Indiana, a substantial difference.
- Jackson County ranks in the lower half of Indiana counties with regard to per capita personal income.
- In 1992 the PCPI of Jackson was \$16,239 and ranked 67th in the state. The 1992 - 2002 average annual growth rate of PCPI was 4.1%. The average annual growth rate for the state was 3.9% and for the nation was 4.0%.
- Total personal income includes net earnings by place of residence; dividends, interest and rent; and personal current transfer receipts received by the residents of Jackson County. In 2002 Jackson County had a total personal income (TPI) of \$1,006,932. This TPI ranked 37th in the state and accounted for 0.6 percent of the state total. In 1992 the TPI of Jackson was \$626,271 and ranked 40th in the state.
- The 2002 TPI reflected an increase of 1.1 percent from 2001. The 2001-2002 state change was 2.0 percent and the national change was 2.3 percent. The 1992 - 2002 average annual growth rate of TPI was 4.9 percent. The average annual growth rate for the state was 4.8 percent and for the nation was 5.2 percent.
- In 2002 net earnings accounted for 69.1 percent of TPI; dividends, interest, and rent were 14.2 percent; and personal current transfer receipts were 16.6 percent.
- From 1992 to 2002 net earnings increased on average 5.3 percent each year; dividends, interest, and rent increased on average 2.9 percent; and personal current transfer receipts increased on average 5.1 percent.

Assessed Property Value

Why do we care about assessed property value?

Assessed property value speaks to the long-term worth of a community and has a direct relation to the amount of property taxes its owners pay.

Table C-21, Assessed Property Value

Assessed Property Value in 1999 (for taxes payable in 2000)	Value	Rank in State	% Distribution in County	% Distribution in State
Assessed Value by Property Class	\$443,416,470	34	100.0%	100.0%
Commercial & Industrial	\$207,082,260	27	46.7%	43.2%
Residential	\$141,762,730	33	32.0%	41.5%
Agricultural	\$70,373,780	30	15.9%	9.6%
Utilities	\$24,197,700	35	5.5%	5.6%
Total Assessed Value Per Capita	\$10,803	24		

• Source: The State Board of Tax Commissioners

Assessed Property Value Trends

- Jackson County had a higher proportion of Agricultural Assessed Value than the State of Indiana, but a lower proportion of Residential Assessed Value.
- As expected, Commercial and Industrial assessed property values were higher than any other class in Jackson County.
- Jackson County's total assessed value per person just misses being ranked in the top one-fourth of Indiana Counties.

Property Tax Rates

Why do we care about property tax rates?

One of the biggest concerns of a resident or business is a community's property tax rate. Property tax rates can have a big impact on whether new residents or businesses are attracted to a community.

Table C-22, 2003 Property Tax Rates

	Gross Rate for:		Net Rate for:	
	Jackson County	Indiana	Jackson County	Indiana
Highest	3.0024	9.8412	2.1866	7.5344
Lowest	1.4066	1.0720	0.8695	0.7059
Median	1.66	2.06	1.16	1.47

Table C-23, 2003 Property Tax Districts

District Name	Gross Rate	Rank among 1,945 taxing districts in Indiana	State Property Tax Replacement Credit	Rank among 1,945 taxing districts in Indiana	Net Rate	Rank among 1,945 taxing districts in Indiana
BROWNSTOWN TOWNSHIP	1.6367	1695	30.0927	682	1.1442	1634
BROWNSTOWN TOWN	2.1438	847	28.0600	1136	1.5422	856
CARR TOWNSHIP	2.5788	421	27.4681	1252	1.8705	446
MEDORA TOWN	3.0024	189	27.1709	1312	2.1866	205
DRIFTWOOD TOWNSHIP	1.6534	1675	30.4310	624	1.1503	1627
GRASSY FORK TOWNSHIP	1.6458	1685	30.3749	637	1.1459	1631
HAMILTON TOWNSHIP	1.4436	1881	37.6676	16	0.8998	1911
JACKSON TOWNSHIP	1.4075	1897	38.2156	9	0.8696	1917
SEYMOUR CITY-JACKSON TOWNSHIP	2.0119	1069	33.3743	221	1.3404	1250 010
OWEN TOWNSHIP	1.6046	1720	30.4170	628	1.1165	1670
PERSHING TOWNSHIP	1.6922	1621	30.1115	677	1.1827	1590
REDDING TOWNSHIP	1.4066	1898	38.1871	10	0.8695	1918
SEYMOUR CITY-REDDING TOWNSHIP	2.0110	1070	33.3523	223	1.3403	1251
SALT CREEK TOWNSHIP	1.6591	1669	30.2308	658	1.1575	1615
VERNON TOWNSHIP	1.7897	1446	32.7514	289	1.2035	1541
CROTHERSVILLE TOWN	2.0846	947	30.7219	584	1.4442	1049
WASHINGTON TOWNSHIP	1.4172	1896	38.1301	12	0.8768	1914

Source: Indiana Department of Local Government Finance. Data organized by the Indiana Business Research Center, Indiana University, Kelley School of Business.

Notes:

- 1) A new law affecting Indiana property assessments went into effect with the March 1, 2001 assessment date. The law made the “assessed value” equal to the “true tax value” of the property. Under the old system True Tax Value was divided by 3 to arrive at assessed value. As a result of the new assessment, tax rates fell to approximately one-third of their previous levels.
- 2) Net rate is derived as follows: multiply state property tax replacement factor by .01, subtract this number from 1; multiply gross rate by the result.
- 3) The replacement factor determines by how much money the tax bill is lowered by fund transfers from the State of Indiana.
- 4) Net rate shown is not the final rate paid because final property tax bills are based on updated assessed values not available when these rates are computed.

Property Tax Rates Trends

- Redding, Jackson, Hamilton and Washington Townships rank among the lowest 3% of both gross and net property tax rates for all taxing districts in the state. These townships also have the highest State Property Tax Replacement Credits in Jackson County.
- Jackson County’s highest tax rate is in Medora (3.0024) and its lowest is in Redding Township.

Housing Stock Data

Why do we care about housing stock data?

For most people, the biggest investment of their lives is their home. Housing stock is also a measure of a community's worth.

Table C-24, Housing Units and Ownership

Housing	Number	Rank in State	% Distribution in County	% Distribution in State
Total Housing Units in 2003 (estimate)	17,832	35	100.0%	100.0%
Total Housing Units in 2000 (includes vacant units)	17,137	36	100.0%	100.0%
Owner Occupied (% distribution based on all housing units)	11,921	35	69.6%	65.9%
Median Value (2000)	\$87,500	41	--	--
Renter Occupied (% distribution based on all housing units)	4,131	29	24.1%	26.3%
Median Rent (2000)	\$495	26	--	--

• Source: US Census Bureau

Table C-25, Age of Housing Stock

Year Structure Built	Number	Percent
1999 to March 2000	437	2.6
1995 to 1998	1,838	10.7
1990 to 1994	1,425	8.3
1980 to 1989	1,975	11.5
1970 to 1979	2,741	16.0
1960 to 1969	2,319	13.5
1940 to 1959	3,449	20.1
1939 or earlier	2,953	17.2

Housing Stock Trends

- In 2000, Jackson County has a slightly higher rate of home ownership (74.3%) than the State of Indiana (71.4%) or the nation (66.2%).
- The median housing value for the State of Indiana in 2000 was \$94,300; Jackson County's median housing value was \$6,800 less, at \$87,500.
- The median rent for the State in 2000 was \$521; Jackson County's median rent of \$495 was less.
- According to the 2000 Census, over 1/2 of the county's housing stock was built before 1970, the same as the State of Indiana. The largest category of housing stock age was 1940 to 1959.
- In 2000, 15% of Jackson County's housing was mobile homes, over twice the 6.6% state rate.
- The 2000 Census reported almost 5% of Jackson County homes had no telephones, compared to 2.9% for the state.
- Jackson County homeowners spent an average of \$773 per month on mortgage costs in 2000, while the state average was \$869. Almost 65% of Jackson County homeowners had a mortgage, compared to almost 71% for the State of Indiana.

Construction Activity

Why do we care about construction activity?

Construction activity is a measurement of a community's growth.

Table C-26, 2003 Residential Building Permits

Residential Building Permits in 2003	Units	% Distribution in County	% Distribution in State	Cost	State Cost
Total Permits Filed	182	100.0%	100.0%	\$20,026,000	\$5,392,722,000
Single Family	174	95.6%	80.9%	\$19,651,000	\$4,859,081,000
Two Family	4	2.2%	3.7%	\$225,000	\$137,119,000
Three & Four Family	4	2.2%	2.1%	\$150,000	\$58,920,000
Five families and More	0	0.0%	13.3%	\$0	\$337,602,000

• Source: US Census Bureau

Table -27, Residential Building Permits Since 1990

Year	Total	1 Family	2 Family	3 & 4 Family	5 or More Family
1990	180	87	2	8	83
1991	152	98	2	4	48
1992	141	132	2	7	0
1993	170	162	0	0	8
1994	190	158	4	8	20
1995	235	172	40	0	23
1996	399	209	6	4	180
1997	271	176	8	0	87
1998	162	142	12	0	8
1999	281	176	0	9	96
2000	203	156	14	0	33
2001	180	154	26	0	0
2002	155	135	20	0	0
2003	182	174	4	4	0

Data source: U.S. Census Bureau Provided by: Indiana Business Research Center, IU Kelley School of Business

Construction Activity Trends

- Jackson County had a much higher rate of single-family construction in 2003 than the State of Indiana (15% more).
- In 1996, 399 residential building permits were issued, almost twice the average number of permits issued.
- According to building permit records, the average cost of a new residential unit in Jackson County in 2003 was \$110,032.

Retail Sales

Why do we care about retail sales?

Retail sales are an indication of a community's health. By understanding the performance of the local retail market, a more conducive environment for retail business development can be created.

Table C-28, 1997 Jackson County Retail Sales

Geographic area and kind of business	Establishments (number)	Sales (\$1,000)	Annual payroll (\$1,000)	1st quarter payroll (\$1,000)	Paid employees for pay period including March 12 (number)
Retail trade	242	389 543	36 587	8 786	2 444
Motor vehicle & parts dealers	30	100 236	7 813	1 869	333
Furniture & home furnishings stores	21	13 488	2 068	485	129
Electronics & appliance stores	11	4 686	757	191	47
Building material, garden equip & supplies dealers	25	37 406	4 779	1 169	234
Food & beverage stores	23	44 669	3 772	963	326
Health & personal care stores	19	15 040	1 738	436	130
Gasoline stations	32	53 844	3 563	843	257
Clothing & clothing accessories stores	38	31 719	3 349	772	301
Sporting goods, hobby, book, & music stores	10	3 311	336	70	36
General merchandise stores	8	69 597	6 468	1 516	511
Miscellaneous store retailers	19	D	D	D	c
Nonstore retailers	6	D	D	D	b

• **Source:** U.S. Bureau of the Census, Economic Census, 1997

Retail Sales Trends

- Retail sales in 1997 totaled \$389,543,000 for Jackson County and \$57,241,650,000 for Indiana.
- Retail sales per capita in 1997 were \$235 less for Jackson County (\$9,513) than the State of Indiana (\$9,748).
- In 1997 there were an estimated 242 retail establishments in Jackson County.
- General merchandise stores were the biggest retail employers in Jackson County in 1997, with 511 employees.
- There were more clothing and clothing accessories stores in Jackson County in 1997 than any other type of retail establishment.
- Motor vehicles and parts dealers had the highest retail sales in 1997 of any kind of business in Jackson County.

Our Environment

Why do we care about the environment?

Land is a precious, finite resource, even when much of it is still undeveloped. Environmental quality also has a big impact on quality of life for Jackson County residents. Since the job of your comprehensive plan is to address future development in Jackson County, it is important to assess the environment, so that we can prepare for and guide future development to the most appropriate locations.

Jackson County's Natural Environment

Jackson County covers 514 square miles. There are several distinct natural areas in the county, such as the Brownstown Hills area, including the Jackson-Washington State Forest, which is known for its scenic value and recreation opportunities. The highest elevation in the county is the pinnacle of the hills at 966' above sea level.

The East Fork of the White River and its wide, flat valley divides the county from northeast to southwest. The lowest elevation in the county is where the East Fork leaves the county, 500' above sea level. There are low rolling hills south and east of the river, for 1 - 3 miles from the valley. South and east of the hills is a flat plain dissected by several streams, with Chestnut Ridge (south of Seymour) rising above the plain. The Knobstone Escarpment parallels the East Fork of the White River on the north and west sides. The hills and escarpments have very steep slopes and knolls with narrow ridgetops. The land west of the escarpment is mainly narrow flats and ridgetops dissected by lots of deep and narrow valleys. There are approximately 3724 Acres of water in Jackson County, including the East Fork of the White River, covering about 1% of the county's surface area; the remaining 99% are land.

Considerations

Data has been collected and analyzed for several different environmental characteristics:

- Hazardous Wastes
- Superfund Sites
- Brownfields
- Air Releases
- Toxic Releases
- Water Discharges
- Wetlands
- Watersheds
- Floodways and Floodplains
- Soils

Hazardous Wastes

What are they?

In general, all generators, transporters, treaters, storers, and disposers of hazardous waste are required to provide information about their activities to state environmental agencies. 117 facilities in Jackson County meet these criteria for hazardous waste activities. The following facilities are outside of Seymour and within the county's planning jurisdiction:

Listings

- Aisin Drivetrain Inc, 1001 Industrial Way, Crothersville
- Ashland Oil, 817 W Commerce St, Brownstown
- At & T Long Lines, 5 Mi. W Of Clear Springs Facility, Brownstown
- Bowman Disposal Serv Inc, Rr2, Brownstown
- Cerro Wire & Cable Company Incorporated, 1002 Industrial Way, Crothersville
- Cortland Po, 3993 E SR 258, Cortland
- Dura Auto Sys Inc Shifter, 322 E Bridge St, Brownstown
- Grants Auto Sales & Service, 1056 W Commerce St, Brownstown
- Hucks Food & Fuel, 113 W Commerce St, Brownstown
- Icarus Industrial Painting, 01 Mi. N Of Ws 50, Brownstown
- Idem/Hoosier National Forest, 608 W Commerce, Brownstown
- INDOT Bridge Structure 235-36, 2.43 M N SR 135, Medora
- INDOT Bridge Structure 50-36, 0.7 Kilos E Of SR 135 & SR 50, Brownstown
- INDOT Brownstown Unit, 317 N SR 135, Brownstown
- Jacks Car Care, 49 S Perry St, Medora
- Kieffer Paper Mills Inc, 1220 W. Spring St., Brownstown
- Macs Standard, 201 E Main St, Brownstown
- Medora Brick Co, Rt. 1, Medora
- Midwest Environmental Services Corp, 125 Sharan St, Brownstown
- Midwest Environmental Services, 420 ½ S Francis, Brownstown
- Milestone Contractors LP, 11772 E SR 250, Crothersville
- Millport Grocery, 71 W Old 135, Vallonia
- Nine West, 400 W Howard, Crothersville

- Scott Kendall, SR 58, Freetown
- Soverns Zachary Body Shop, 689 N CR 1225 W, Norman
- Uniontown Marathon, 11786 E SR 250, Crothersville
- United Plastics Corporation, 1 Second Street, Medora
- Vallonia Gas & Grocery, 2380 S SR 135, Vallonia
- Willcutt Landfill, RR 1, Medora

Superfund Sites

What are they?

Superfund is the Federal government's program to clean up the nation's uncontrolled hazardous waste sites. Over the past 20+ years, it has located and analyzed tens of thousands of hazardous waste sites throughout the United States, protected people and the environment from contamination at the worst sites, and involved others in cleanup.

Superfund Listings

- Helt Enterprises Fire, EPA# INSFN0508021, 10746 E CR 125 S, Uniontown. This site is not on EPA's National Priorities List, but the hazardous material removal, completed 4/13/00, was EPA financed. The site is considered to be stabilized.
- ITT United Plastics Division, EPA# IND000803825, Second Street, Medora. This site is not on EPA's National Priorities List; the State of Indiana is leading the clean up of hazardous materials, and as of 5/4/90, discovery, preliminary assessment and site inspection phases had been completed.

Note that the EPA's top priority Indiana Superfund Site was at one time the Seymour Recycling Corporation (industrial waste reclamation) which is located at Freeman Field in Seymour. Emergency government action closed the facility in 1980, partly because of off-site contamination. Post-construction clean up is still underway, but potential or actual human exposures are now considered by the EPA to be under control. Although this site is not in the county's comprehensive planning jurisdiction, it is adjacent to it.

Brownfields

What are they?

Indiana defines a brownfield site as a parcel of real estate that is abandoned or inactive; or may not be operated at its appropriate use; and on which expansion, redevelopment, or reuse is complicated; because of the presence or potential presence of a hazardous substance, a contaminant, petroleum, or a petroleum product that poses a risk to human health and the environment. In conjunction with the U.S. Environmental Protection Agency's Brownfields Economic Redevelopment Initiative, Indiana has begun its own Brownfields Program.

As our undeveloped land continues to disappear, we recognize the need to redevelop and reuse land that may have viable buildings and infrastructure already present. The existence of buildings and infrastructure, and access to transportation resources can lower the costs to a potential developer. Redevelopment of brownfields properties benefits communities by rejuvenating vacant buildings, increasing the tax base and reducing blight. Because the potential environmental liability at these properties is unknown, prospective purchasers are unwilling to assume the risk of undetermined potential cleanup costs. Thus, the properties remain idle.

Brownfields Listings

- Swain Industries Inc, 1001 W 2nd St, Seymour
- United Plastics, SR 235 and Second St., Medora

Air Releases (AIRS/AFS) -- EPA

What is it?

Information on air releases is contained in the Aerometric Information Retrieval System (AIRS), a computer-based repository for information about air pollution in the United States. This information comes from source reports by various stationary sources of air pollution, such as electric power plants, steel mills, factories, and universities, and provides information about the air pollutants that they produce.

The part of AIRS associated with data about sources is called the AIRS Facility Subsystem, or AFS. Envirofacts air release information specifically relates to industrial plants and their components (stacks, points, and segments). The information in AFS is used by the states to prepare State Implementation Plans, to track the compliance status of point sources with various regulatory programs, and to report air emissions estimates for pollutants regulated under the [Clean Air Act](#). There are 26 facilities that produce and release air pollutants in Jackson County, most of them located within Seymour. The following listings are all outside Seymour, within the county's comprehensive planning jurisdiction:

Listings

- ITT United Plastics Co. Inc., Second St (Hwy 235), Medora
- Kieffer Paper Mills Inc, 1220 West Spring Street, Brownstown
- Medora Brick Company, Sparksville Road, Brownstown
- Nine West Group, Inc., 400 W. Howard, Crothersville
- Rumpke Of Indiana, L.L.C.-Medora Landfill, 546 CR 870 West, Medora

Toxic Releases—EPA

What is it?

The Toxics Release Inventory (TRI) contains information about more than 650 toxic chemicals that are being used, manufactured, treated, transported, or released into the environment. The following is a list of Jackson County facilities that have reported toxic releases, including air emissions, water surface water discharges, releases to land, underground injections, and transfers to off site locations. 19 facilities have reported toxic releases in Jackson County, most of them in Seymour. The following facilities are within the county's planning jurisdiction.

Listings

- Aisin Drivetrain Inc, 1001 Industrial Way, Crothersville
- Cerro Wire & Cable Company Incorporated, 1002 Industrial Way, Crothersville
- Kieffer Paper Mills Inc, 1220 W. Spring St., Brownstown
- Nine West, 400 W Howard, Crothersville
- United Plastics Corporation, 1 Second Street, Medora

Water Discharges

What is it?

According to the US Environmental Protection Agency's Safe Drinking Water Information System (http://oaspub.epa.gov/enviro/sdw_form.create_page?state_abbr=IN), 19 facilities in Jackson County have been issued permits to discharge to waters of the United States. The following facilities are located outside of Seymour and in the County's planning jurisdiction.

Listings

- Aisin Drivetrain Inc, 1001 Industrial Way, Crothersville
- Brownstown Municipal Sewage Treatment Plant, CR 50 & CR 250, ½ Mi. W, Brownstown
- Crothersville Municipal Wastewater Treatment Plant, 500 S Bethany Rd, Crothersville
- Jackson County Regional Sewage District, 4241 W CR 675 N, Freetown
- Kieffer Paper Mills Inc, 1220 W. Spring St., Brownstown
- Lake And Forest Club, North End Of Dam, Brownstown
- Medora Municipal Wastewater Treatment Plant, County Road 375 South, Medora
- Starve Hollow Lake State Rec. Area, 4345 S CR 275 W, Vallonia

Community Water Systems

What are they?

6 facilities in Jackson County are considered community water system facilities (water systems that serve the same people year-round, such as in homes or businesses).

Community Water Systems Listings

- Crothersville Utilities—no significant violations
- **Indiana American Water**, Seymour—no violations
- **Jackson County Water, Reddington**—significant violations (reporting)
- **Jackson County Water Utility**—health based violations
- **Medora Water Department**—no significant violations
- **Natural Public Supply, Inc.**—health based and monitoring violations

Transient Water System Facilities

What are they?

5 facilities in Jackson County are considered transient water system facilities, which are water Systems that do not consistently serve the same people (e.g. rest stops, campgrounds, gas stations).

Transient Water System Facilities Listings

- Church Of Christ, Seymour—Health Based And Monitoring Violations
- Country Inn, Seymour—Health Based And Monitoring Violations
- Emanuel Lutheran, Seymour—Health Based And Monitoring Violations
- Kiel Bros. Oil Co.-Store #281 -- Monitoring Violations
- Ratcliff Grove Christian Church, Brownstown—Significant Monitoring Violations

Wetlands

What are they?

Generally, wetlands are lands where saturation with water is the dominant factor determining the nature of soil development and the types of plant and animal communities living in the soil and on its surface (Cowardin, December 1979). Wetlands vary widely because of regional and local differences in soils, topography, climate, hydrology, water chemistry, vegetation, and other factors, including human disturbance. For regulatory purposes under the Clean Water Act, the term wetlands means “those areas that are inundated or saturated by surface or ground water at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands generally include swamps, marshes, bogs and similar areas.” The Indiana Department of Natural Resources estimates that approximately 85% of Indiana’s wetlands have been lost since the 1780’s. Far from being “wastelands”, we now know that wetlands have much to offer both humans and nature. Wetlands contribute in remarkable ways to our health, economy, quality of life and the well being of the natural environment.

Wetlands and the functions they provide vary. Whether a specific wetland performs these functions depends on many variables including wetland size and the surrounding land use. Wetlands also change over time and may function differently from year to year or season to season. Wetlands are dynamic ecosystems. Common functions of wetlands are:

- Provide homes to wildlife. More than one-third (1/3) of America’s threatened and endangered species live only in wetlands, which means they need them to survive. Over 200 species of birds rely on wetlands for feeding, nesting, foraging, and roosting.
- Provide areas for recreation, education, and aesthetics. More than 98 million people hunt, fish, birdwatch, or photograph wildlife. Americans spend \$59.5 billion annually on these activities.
- Naturally store and filter nutrients and sediments. Calm wetland waters, with their flat surface and flow characteristics, allow these materials to settle out of the water column, where plants in the wetland take up certain nutrients from the water. As a result, our lakes, rivers and streams are cleaner and our drinking water is safer. Man-made wetlands can even be used to clean wastewater, when properly designed. Wetlands also recharge our underground aquifers - over 70% of Indiana residents rely on ground water for part or all of their drinking water needs.
- Protect our homes from floods. Like sponges, wetlands soak up and slowly release floodwaters. This lowers flood heights and slows the flow of water down rivers and streams. Wetlands also control erosion. Shorelines along rivers, lakes, and streams are protected by wetlands, which hold soil in place, absorb the energy of waves, and buffer strong currents.

Wetland Trends

Acreage of wetland resources by county identified from the National Wetland Inventory maps, developed by the U.S. Fish & Wildlife Service during 1980-1987. The Indiana Department of Natural Resources conducted the most recent and complete analysis of this data in 1991. Indiana had approximately 813,000 acres of wetland habitat in the mid-1980s when the data were collected. The minimum size of a given wetland on National Wetland Inventory maps is typically one to three acres. Very narrow wetlands in river corridors and wetlands under cultivation at the time of mapping are generally not depicted, and forested wetlands are poorly discriminated. Wetland loss or gain since then is unknown. At the time, deep marsh was the rarest of all wetland habitats in both Indiana and Jackson County, while forested wetlands were the most common type of wetland in all 92 counties. In the 1800s and 1900s we converted millions of acres of wetlands into farms, cities, and roads, and we converted wetlands to protect our health.

Table C-29, Jackson County Wetlands

	Wetland Habitats							Total Wetland Habitats	Deep Water Habitats			Total County Acreage
	Scrub- Shrub	Forested	Wet Meadow	Shallow Marsh	Deep Marsh	Open Water	Other*		Limnetic Lake	Perennial Riverine	Total Deep Water	
Jackson Acreage	477	21,015	605	404	25	1,409	158	24,093	593	1,369	1,962	26,055
Jackson %	2.0%	87.2%	2.5%	1.7%	0.1%	5.8%	0.7%	100%	30.2%	69.8%	100%	
Indiana %	5.2%	62.0%	6.8%	8.3%	2.5%	12.1%	3.0%	100%	72.4%	27.6%	100%	N/A

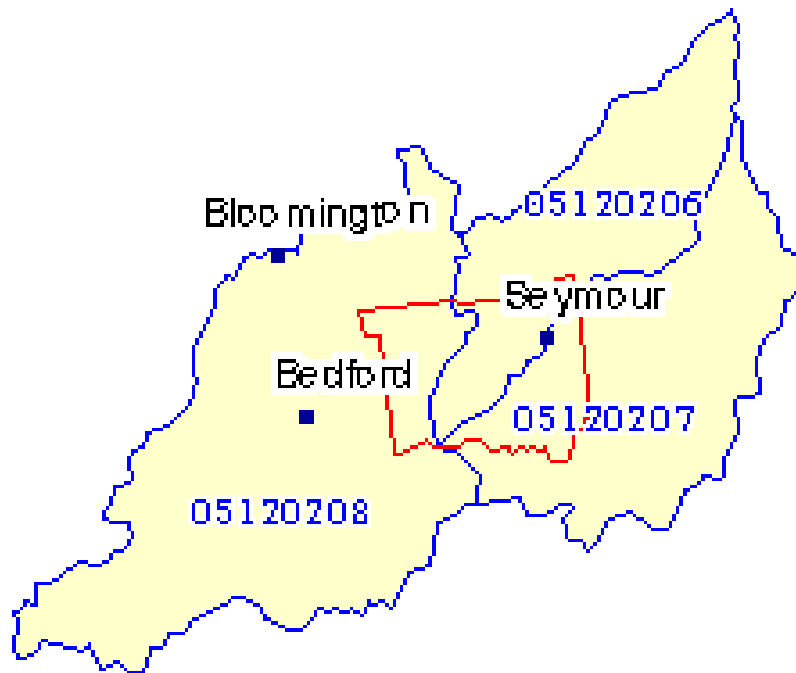
- **Other" includes palustrine emergent with undetermined water regime, littoral lake, and riverine unconsolidated shore.

Watersheds

What are they?

A watershed is the area of land that catches rain and snow and drains or seeps into a marsh, stream, river, lake or groundwater. Because watersheds are defined by natural hydrology, they represent the most logical basis for managing water resources. The resource becomes the focal point, and managers are able to gain a more complete understanding of overall conditions in an area and the stressors that affect those conditions.

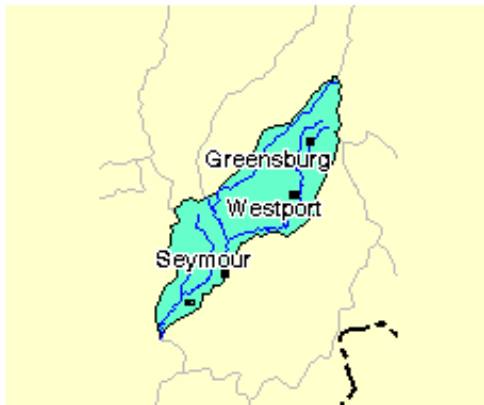
Traditionally, water quality improvements have focused on specific sources of pollution, such as sewage discharges, or specific water resources, such as a river segment or wetland. While this approach may be successful in addressing specific problems, it often fails to address the more subtle and chronic problems that contribute to a watershed's decline. For example, pollution from a sewage treatment plant might be reduced significantly after a new technology is installed, and yet the local river may still suffer if other factors in the watershed, such as habitat destruction or polluted runoff, go unaddressed. Through watershed planning, a sense of community can be built, conflicts reduced, and commitments increased to meet environmental goals, and ultimately, improve the likelihood of success for environmental programs. States may use funds from their CWA Section 604(b) planning grants to develop a state watershed planning framework and individual watershed plans and to conduct assessments of environmental conditions that are essential to effective watershed planning.



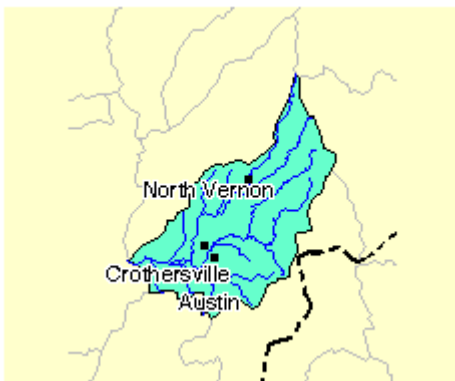
There are 3 watersheds within Jackson County: Upper East Fork White River (EPA # [05120206](#)), Muscatatuck (EPA # [05120207](#)), and Lower East Fork White River (EPA # [05120208](#))

Listings

- Upper East Fork White River Watershed: Impaired Water (Mercury, PCBs, Pathogens, Chlorides, Low Dissolved Oxygen, Total Dissolved Solids)



- Muscatatuck Watershed: Impaired Water (Pathogens, Mercury, PCBs)



- Lower East Fork White River Watershed: Impaired Water (PCBs, Mercury, Pathogens, Impaired Biotic Communities, Algal Growth, Exotic Species, Taste And Odor)



American Heritage Rivers: None in Jackson County

National Estuary Programs: None in Jackson County

Floodways and Floodplains

What are they?

Flood plain means any land area susceptible to being inundated by water from any source. Rivers and streams where the Federal Emergency Management Agency (FEMA) has prepared detailed engineering studies may have designated floodways. For most waterways, the floodway is where the water is likely to be deepest and fastest. It is the area of the floodplain that should be reserved (kept free of obstructions) to allow floodwaters to move downstream. Placing fill or buildings in a floodway may block the flow of water and increase flood heights. Because of this, development in the floodway is discouraged.

Soil Classification

What are they?

All soils in Jackson County are classified into categories. Soils are an important indicator of suitability for development. 26% of Jackson County soils are nearly level, well to poorly drained soils on bottomland and low terraces.

Agriculture

Why do we care about agriculture?

Since the job of your comprehensive plan is to address future development in Jackson County, and that development typically occurs on undeveloped land being used agriculturally, it is essential that we find out as much as possible about this factor. This proactive analysis will help us understand what the trade-offs for development may be. Understanding the type, value, amounts and characteristics of agriculture in the county over the years will make it easier to plan for the future.

Trends

Data has been collected and analyzed for several different agricultural characteristics:

- Number, size and total acres of farms
- Market value of production
- Agricultural products (e.g., crops and livestock)
- Government payments
- Economic characteristics
- Operator characteristics
- Threatened farmland

Local Jackson County data has been compared to state and national data or examined over a period of time in order to identify trends relating to that characteristic. These trends may be considered either positive or negative. In some cases, planning can be proactive and take action to influence that trend, such as guiding residential development away from prime farmland. Sometimes, however, a community can not influence the trend (i.e., the decline in tobacco sales in the U.S.), but can benefit by planning for that trend, so they are not caught off-guard.

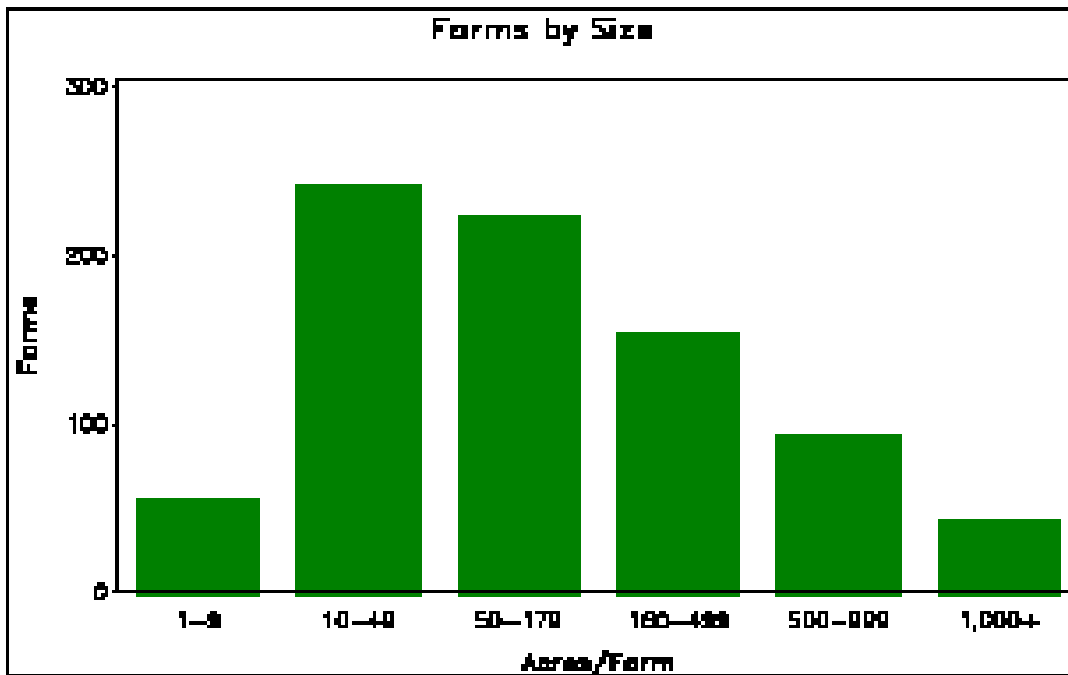
2002 Census of Agriculture

Jackson County Profile

Table C-30, Jackson County Farms

	Number of farms	Land in farms	Average size of farm
2002	806	206,855 acres	257 acres
1997	924	204,881 acres	222 acres
1992	851	202,896 acres	238 acres
1987	963	216,454 acres	225 acres

Table C-31, Jackson County Farm Size



Market Value of Production

- \$80,425,000 in 2002, \$93,601,000 in 1997, down 14%.
- Crop sales accounted for \$31,696,000 of the total value in 2002.
- Livestock sales accounted for \$48,729,000 of the total value in 2002.

Market Value of Production, average per farm

- \$99,783 in 2002, \$101,300 in 1997, down 1%.

Government Payments

- \$2,932,000 in 2002, \$2,456,000 in 1997, up 19%.
- average per farm receiving payments \$7,170 in 2002, \$5,193 in 1997, up 38%.

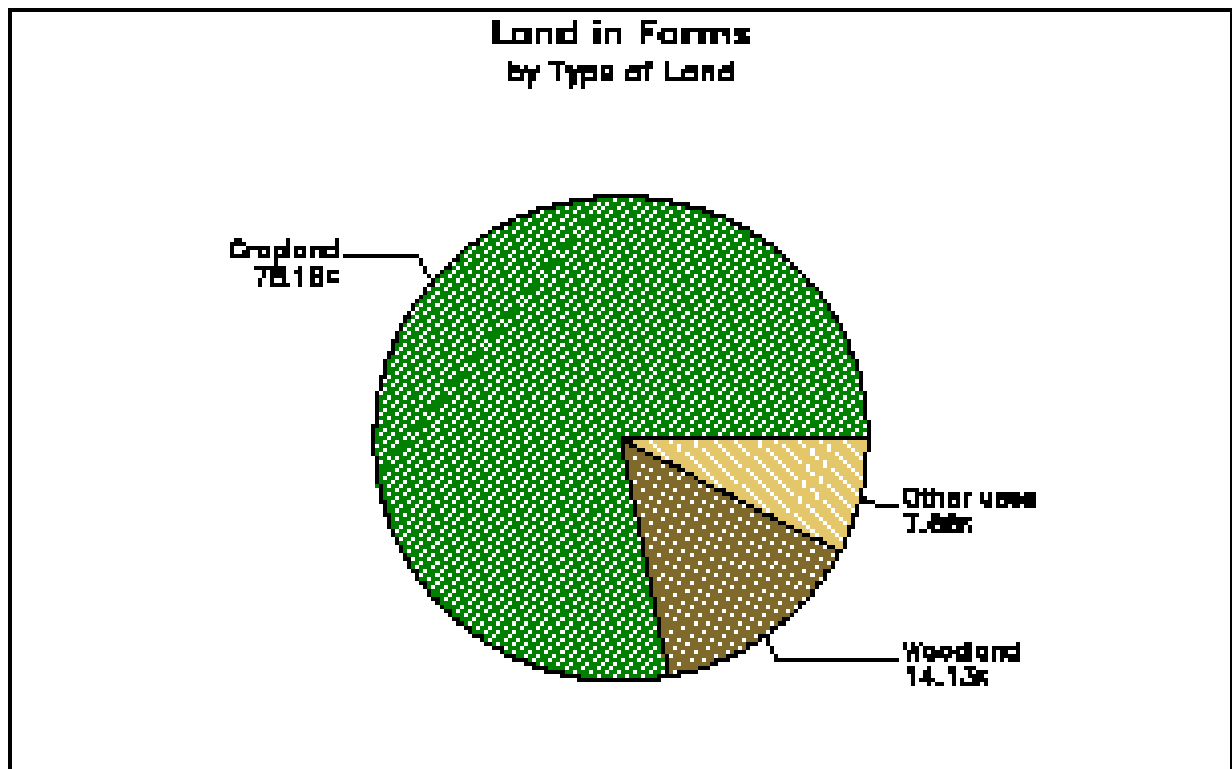


Table C-32, Jackson County Farmland Type

Table C-33, Ranked Agricultural Items, 2002

Item	Quantity	State Rank	U.S. Rank
MARKET VALUE OF AGRICULTURAL PRODUCTS SOLD (\$1,000)			
Total value of agricultural products sold	80,425	18	694
Value of crops including nursery and greenhouse	31,696	50	823
Value of livestock, poultry, and their products	48,729	11	569
VALUE OF SALES BY COMMODITY GROUP (\$1,000)			
Grains, oilseeds, dry beans, and dry peas	26,200	48	545
Tobacco	65	18	35
Vegetables, melons, potatoes, and sweet potatoes	D	D	D
Fruits, tree nuts, and berries		D	D
Nursery, greenhouse, floriculture, and sod		D	D
Cut Christmas trees and short rotation woody crops		D	D
Other crops and hay	435	43	2,024
Poultry and eggs		D	D
Cattle and calves	6,721	12	1,281
Milk and other dairy products from cows	4,322	22	87
Hogs and pigs	D	D	D
Sheep, goats, and their products	8	80	2,399
Horses, ponies, mules, burros, and donkeys	254	16	880
Aquaculture	D	D	D
Other animals and other animal products	D	D	D
TOP LIVESTOCK INVENTORY ITEMS (number)			
Layers 20 weeks old and older	D	3	D
Hogs and pigs	18,833	54	536
Cattle and calves	15,895	15	1,683
Horses and ponies	1,092	24	1,161
All Goats	268	43	1,589
TOP CROP ITEMS (acres)			
Soybeans	79,968	29	370
Corn for grain	52,076	54	484
Forage - land used for all hay and haylage, grass silage, and greenchop	9,093	27	1,872
All Wheat for grain	4,144	19	1,001
Corn for silage	2,273	14	694

• Source: 2002 Census of Agriculture

D = Cannot be disclosed.

Table C-34, Economic Characteristics

	Quantity
Farms by value of sales	
Less than \$1,000	211
\$1,000 to \$2,499	71
\$2,500 to \$4,999	68
\$5,000 to \$9,999	76
\$10,000 to \$19,999	89
\$20,000 to \$24,999	24
\$25,000 to \$39,999	53
\$40,000 to \$49,999	17
\$50,000 to \$99,999	63
\$100,000 to \$249,999	85
\$250,000 to \$499,999	31
\$500,000 or more	18
Total farm production expenses (\$1,000)	66,882
Average per farm (\$)	83,291
Net cash farm income of operation (\$1,000)	20,558
Average per farm (\$)	25,601

• Source: 2002 Census of Agriculture

Table C-35, Operator Characteristics

	Quantity
Principal operators by primary occupation:	
Farming	495
Other	311
Principal operators by sex:	
Male	763
Female	43
Average age of principal operator (years)	53.9
All operators 2 by race:	
White	1,098
Black or African American	-
American Indian or Alaska Native	-
Native Hawaiian or Other Pacific Islander	-
Asian	1
More than one race	8
All operators Spanish, Hispanic, or Latino Origin	6

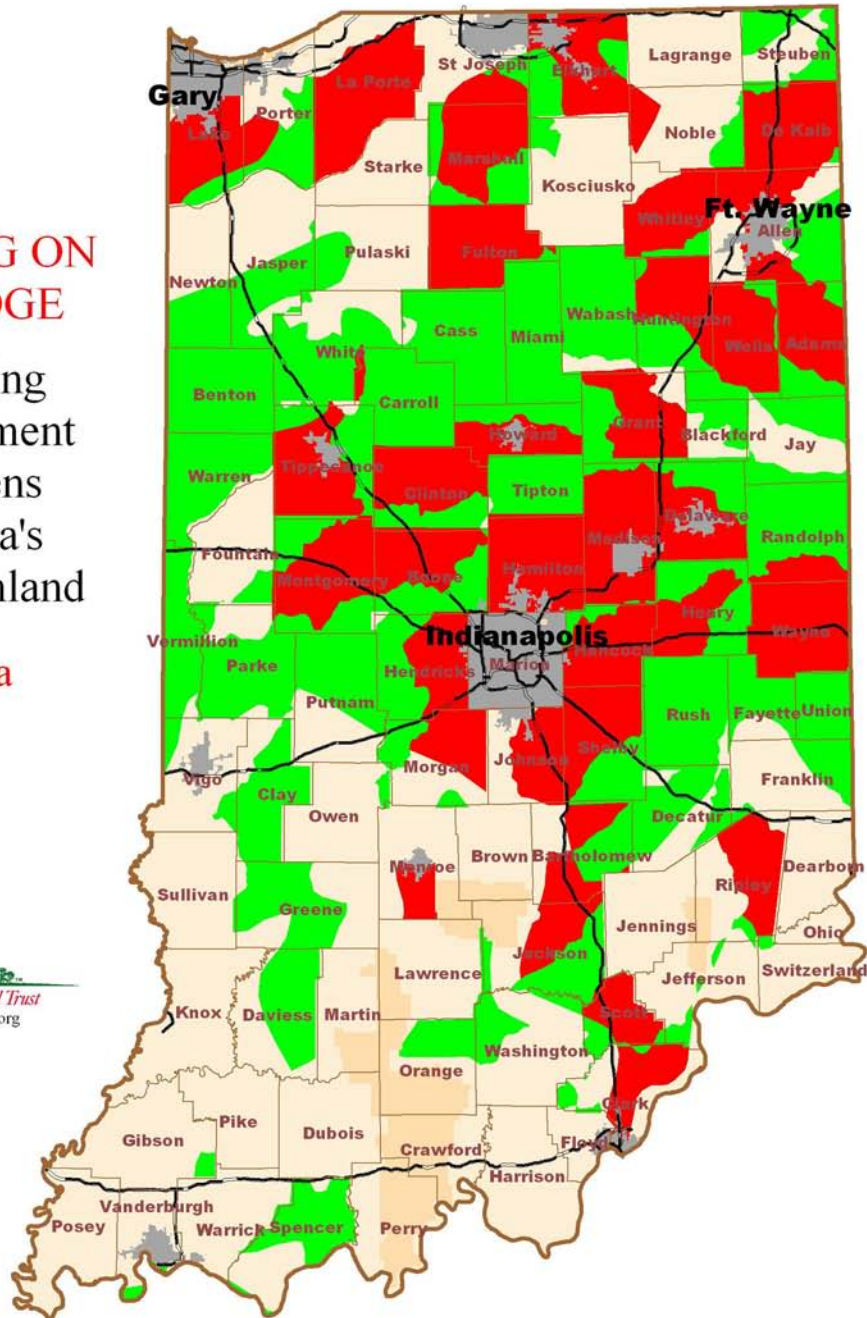
• Source: 2002 Census of Agriculture

FARMING ON THE EDGE

Sprawling
Development
Threatens
America's
Best Farmland

Indiana

American Farmland Trust
www.farmland.org



Legend:

- High-Quality Farmland & High Development
- High-Quality Farmland & Low Development
- Urban Areas
- Other Lands
- Federal & Indian Lands

0 12 Miles

09/15/02

Agricultural Trends

- Although agricultural is not a big employment sector, Jackson County's 3.4% rate of agricultural employment is almost twice that of the state's 1.4%.
- Wage data for 2nd Quarter 2004 show that the Agriculture, Forestry, Fishing and Hunting Sector had among the lowest paying average wages on the State level, at \$473 per week.
- Jackson County had a higher proportion of Agricultural Assessed Value than the State of Indiana, but a lower proportion of Residential Assessed Value.
- Jackson County lost 157 farms, a decrease of 16% between 1987 and 2002. The Census of Agriculture counted 806 farms in Jackson County in 2002, the most recent year.
- Jackson County has slowed, or even reversed the loss of farmland in recent years. The biggest decline was between 1987 and 1992, when almost 10,000 acres were lost in the county. Between 1997 and 2002, almost 2000 acres of farmland was added back into Jackson County's count. The 2002 Census of Agriculture reported 206,855 acres of farmland in Jackson County.
- The average size of the Jackson County farm grew by 32 acres between 1987 and 2002, an increase in size of 14%.
- Regarding crop items, soybeans are the primary users of cropland in the county, followed by corn.
- Jackson County ranked 11th among Indiana counties in 2002 for the value of livestock, poultry, and their products.
- Jackson County ranked 3rd among Indiana counties in 2002 for layers 20 weeks old and older.
- The majority of farms in Jackson County (over ¼ of all farms) had sales of less than \$1000 in 2002.
- More than 1/3 of farm operators in Jackson County do not consider farming to be their primary occupation.
- The American Farmland Trust has identified that approximately 1/3 of Jackson County is high-quality farmland that is threatened by high development pressures.

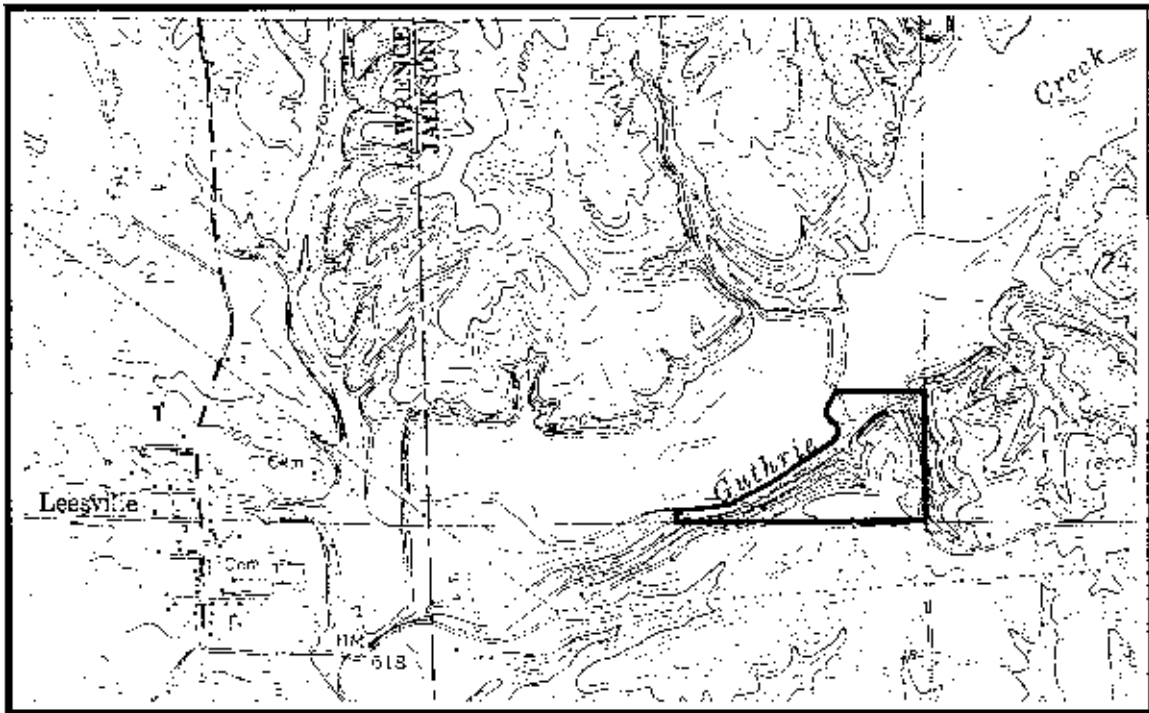
Introduction—Parks and Recreation

Why do we care about Parks and Recreation?

Parks and recreation systems not only have a big impact on quality of life, but also are an economic development consideration. Understanding the needs and desires of Jackson County residents and businesses will allow better planning for the future. In many cases, local Jackson County data was not available, so state and national data have been examined in order to identify trends relating to that characteristic. Indiana's system of Nature Preserves protects unique or outstanding natural areas throughout the state. They are living museums that contain examples of relatively undisturbed natural communities similar to those seen by the first explorers to this region. Many also serve as habitat for species of plants and animals that are rare in Indiana. The only activities universally allowed at nature preserves are hiking or photography.

Hemlock Bluff Nature Preserve: Size: 44 acres, Ownership: Nature Preserves - IDNR

From US 50 between Bedford and Brownstown near the Lawrence-Jackson County line, drive south to Leesville. Take the first left south of town proper (a fork in the road), which is Co. Rd. 126S. This road eventually becomes 200S and leads to the upper parking lot. A trail loop leads from the parking lot along the bluff top.



Description

Most of the preserve is located on the steep slope along the south bank of Guthrie Creek. The slope supports mixed stands of hemlock and hardwood trees. The hemlocks are remnants of a previous glacial period. They persist this far south only on cooler north-facing slopes. The largest hemlock in the state, 33 in. in diameter at 4.5 ft. above ground level, is found here. In addition to the hemlocks, the slope forest includes American beech, sugar maple, red oak, basswood, and red elm. Guthrie Creek

contains water most of the year, but may be dry during part of the summer. At one place the creek cuts into the bluff, exposing a steep bank of Mississippian shale.

Knobstone Glade Nature Preserve, Size: 60 acres

Location and Access

From the intersection of SR. 135 and US 50 at Brownstown, proceed south on SR. 135 about 3.5 miles. Turn left, following the sign to Starve Hollow Recreation Area. From the north end of the campground, follow the hiking trail around the northeast arm of the lake. After climbing a steep hill, this trail passes through one of the glades. There is no easy access to the other glades.

Description

There are three separate tracts of land in Knobstone Glade, each featuring a glade. Glades are forest openings with sparse herbaceous vegetation growing on and around bedrock outcroppings. Stunted, gnarled-looking chestnut and blackjack oaks grow in and around these openings along with scattered lowbush blueberries, one of the few shrubby species found in glades. The dry, open conditions support some prairie plants as well.

Jackson - Washington State Forest, 1278 E. State Road 250, Brownstown, IN

The main forest area, including the forest office and campgrounds, is located 2.5 miles southeast of Brownstown on State Road 250. Only 80 miles south of Indianapolis in the beautiful hills of southern Indiana, Jackson- Washington State Forest offers a unique recreational experience. Skyline Drive, with its 5 vistas along a winding road, affords one of the most picturesque drives in southern Indiana. Jackson-Washington State Forest encompasses more than 16,500 acres in Jackson and Washington counties in the heart of Indiana. This part of the state contains unique topography known as the "knobs" region, and affords scenic views from Skyline Drive and some breathtaking hiking trails. The main forest area, including the forest office and campgrounds, is located 2.5 miles southeast of Brownstown on St. Rd. 250. The majority of the land that now makes up the state forest was purchased by the state of Indiana in the 1930s and 1950s. The Heritage Trust program, using funds from the sale of environmental license plates, has made possible the acquisition of additional state forestland.

Facilities: (17,000 acres)

- Archery Range handicapped accessible
- Basketball Court • Playgrounds / 4
- Boat Launch Ramp / 3
- Boat Motor / Electric trolling only
- Bridle Trails / 2 Mountain Bike Trail
- Camping: Primitive / 62 sites / 2 handicapped accessible, backcountry hiking loop
- Firetower
- Fishing lakes / 5 Fishing Piers
- Hiking Trails / Knobstone Trail /Tree ID Trail / Interpretive Trail
- Hunting

- Muscatatuck River access
- Nature Preserves /4
- Picnicking •Shelterhouses / 6
- w/fireplaces & horseshoe pits / 4 + handicapped accessible / 3
- Skyline Drive / Scenic Vistas
- Volleyball Court
- Youth Tent Area

Lakes

Five forest lakes are open to fishing; a valid Indiana [fishing license](#) is required.

- Spurgeon Hollow Lake (12 acres)
- Potter Lake (10 acres)
- Plattsburg Pond (8 acres)
- Knob Lake (7 acres)
- Cypress Pond (1 acre)

Boat ramps are located on Knob Lake and Spurgeon Hollow Lake; boat motors are limited to electric trolling motors only. Plattsburg Pond and Potter Lake are walk-in lakes. Swimming is not permitted in any of the lakes. All the lakes have been stocked with largemouth bass, bluegill red ear sunfish, and channel catfish.

Starve Hollow State Recreation Area, 4345 South 275 West, Box 291, Vallonia, IN

State-owned recreation area features a 145-acre lake well known for fishing and swimming.

Facilities: (1,000 acres):

- Boat Launch Ramp /3 all paved for handicapped access
- Boat Motor / Electric trolling only
- Camping: Electric / 55 sites, 3 sites for handicapped access; Non-electric /111 sites, 4 sites for handicapped access
- Camping Reservations
- Dumping Station
- Fishing / Ice Fishing / Fishing Pier handicapped accessible
- Hiking Trails / Self-guiding Trail
- Hunting
- Mountain Biking
- Nature Center / Interpretive Programs handicapped accessible
- Paved walking paths handicapped accessible
- Picnicking •Shelterhouses, 2 handicapped accessible
- Rental, Canoes, Rowboats
- Swimming / Beach /Beachhouse / Concession
- Playground at beach /picnic area handicapped accessible
- Van parking / 2 at beach / 1 at office handicapped accessible
- Volleyball, Softball & Basketball

Muscatatuck National Wildlife Refuge, 12985 East U.S. Highway 50, Seymour, IN. The Refuge is located 3 miles east of I-65 at Seymour, IN, on U.S. Hwy 50, and includes 7,724 acres near Seymour and a 78-acre parcel, known as the Restle Unit, near Bloomington.

Muscatatuck's mission is simple: to restore, preserve, and manage a mix of forest, wetland, and grassland habitat for fish, wildlife, and people. Special management emphasis is given to waterfowl, other migratory birds, and endangered species. Nine miles of refuge roads that are open sunrise to sunset seven-days/ week attract approximately 185,000 visitors to the refuge each year. Wildlife-viewing opportunities are excellent at Muscatatuck, and the refuge is known as an exceptionally fine bird watching site.

Wildlife abounds at Muscatatuck, and some animals, like white-tailed deer, raccoon, and turkey, can be seen throughout the year. Over 280 species of birds have been seen at the refuge, and the refuge is recognized as a "Continentially Important" bird area.

Much of Muscatatuck is wetland habitat where the river, flood-prone creeks, and small natural springs attracted wildlife and native Americans long before white settlers arrived.

Refuge Facts

- Established: 1966
- Acres: 7,802
- Otters introduced on the refuge in 1995
- Over one million waterfowl use days

Natural History

- 60% of refuge lands are converted farmlands
- Lakes, ponds, moist soil and green tree units totaling 1,500 acres have been restored on the refuge
- Archeological sites on the refuge are included on the National Register of Historic Places
- Refuge has a remnant population of the northern copperbelly water snake

Financial Impact of Refuge

- Seven person staff
- 185,000 visitors annually
- FY 2002 Budget: \$1,340,000

Refuge Objectives

- Provide resting, nesting and feeding habitat for waterfowl and other migratory birds
- Provide habitat for resident wildlife
- Protect endangered and threatened species
- Provide for biodiversity
- Provide public opportunities for outdoor recreation and environmental education

Management Tools

- Reforestation
- Outreach and education
- Water management
- Wetland restoration

Public Use Opportunities

- Eight hiking trails
- Hunting and fishing
- Environmental education and interpretation
- Wildlife observation and photography
- Visitor center/bookstore
- Four mile auto tour route
- Log cabin historic site

Hoosier National Forest

The Hoosier National Forest, in the hills of south central Indiana, provides a wide mix of opportunities and resources. Rolling hills, backcountry trails, and rural crossroad communities make this small but beautiful Forest a favorite! Forest managers work with the public to develop a shared vision of how this 200,000-acre Forest should be managed. The challenge is to provide a Forest with the values and benefits people want while protecting the unique ecosystems on the Hoosier National Forest.

The USDA Forest Service has prepared a Proposed Land and Resource Management Plan for Hoosier National Forest, which describes resource management opportunities and the availability and suitability of lands for resource management.

http://www.fs.fed.us/r9/hoosier/planningdocs/draft_docs/Proposed_plan.pdf

Most of Jackson County's Hoosier National Forest area is general forest with large areas of old forest and scattered openings. The USDA listed the following goals:

- Maintain and restore sustainable eco-systems
- Maintain and restore watershed health
- Provide for a visually pleasing landscape
- Provide for Recreation Use in harmony with natural communities
- Provide a usable land base
- Provide for human and community development

The plan does recommend that additional land be acquired in Management Area 2.8, where surrounded by or adjacent to existing NFS lands, in order to consolidate ownership, increase remote recreation opportunities, or reduce resource management costs.

Payments to County

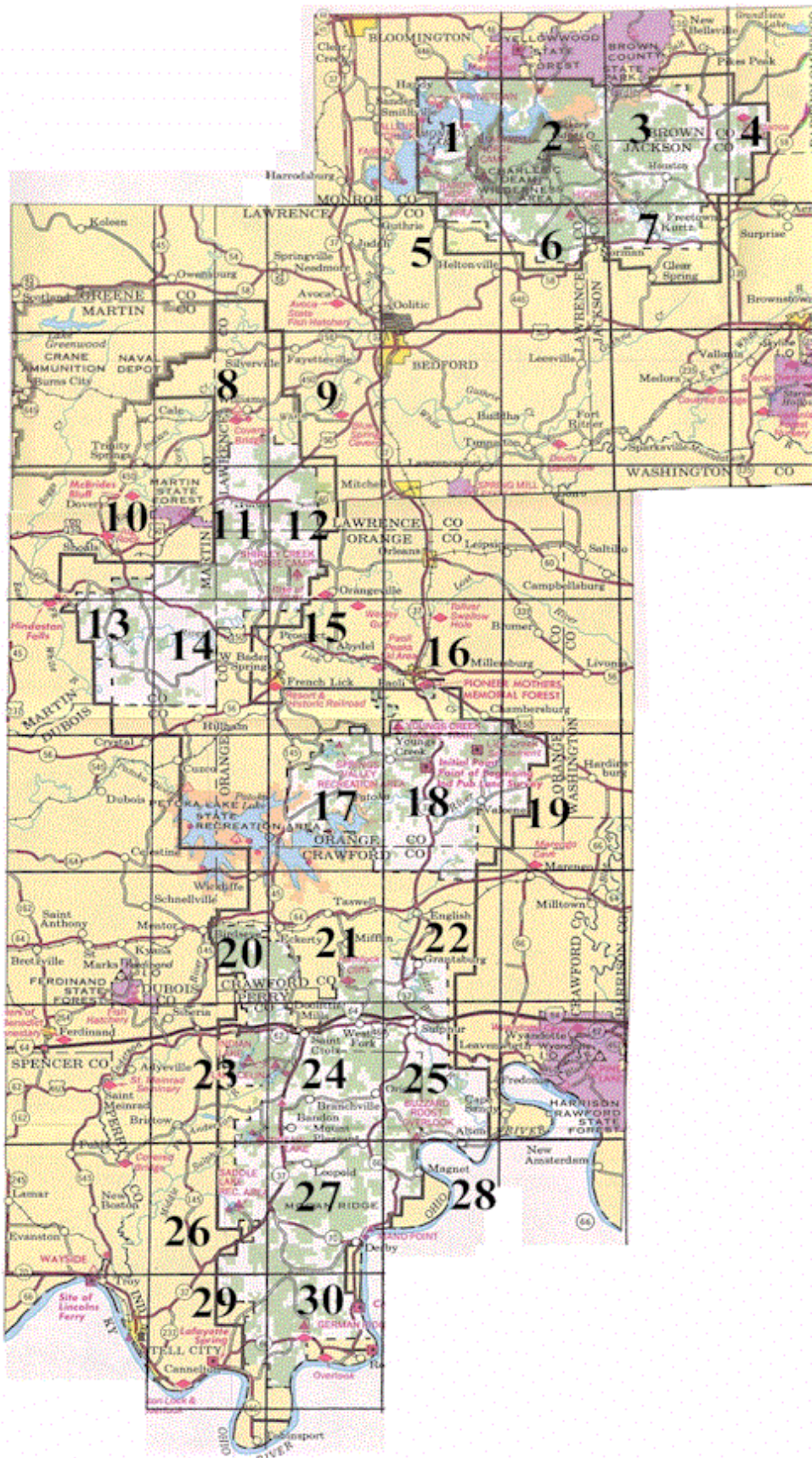
The National Forest (NF) makes payments to the state under the Secure Rural Schools and Community Self-Determination Act passed by Congress in 2000 (PL 106-393). These funds replaced the former federal revenue sharing of 25 percent of all fees collected on National Forest land from activities such as camping, special use permit fees, and timber sales. The funds are distributed to counties based on NF acreage within the county. The funds are used for roads and schools.

Congress authorized Payment in Lieu of Taxes (PILT) monies to compensate county governments for private property taxes forgone due to public ownership. PILT amounts vary based on the amount of national forest monies paid in the previous year and congressional appropriations. PILT payments are also made to the counties based on acres of NF land within the county (entitlement acres exclude tax-exempt lands acquired from state or local governments).

Table C-36, National Forest 2002 Payment to Jackson County

County	Actual Acres	Entitlement Acres	PILT	25% Fund	Total
Jackson	23,134	22,193	25,969	14,398	40,367

Average Forest-wide payment was \$0.62/acre from National Forest receipts, and \$1.07 from Payment in Lieu of Taxes. An average of \$1.69/acre was paid to counties with National Forest land.



Summary of Adjacent Jurisdictions' Comprehensive Plans



Seven counties are directly adjacent to Jackson County: Bartholomew, Brown, Jennings, Lawrence, Monroe, Scott and Washington.

Bartholomew County

The most recent component of Bartholomew County's comprehensive plan, the Land Use Plan, was adopted February 3, 2003. Three Bartholomew County townships (Jackson, Wayne and Sand Creek) are adjacent to Jackson County's northern boundary, sharing a border of over 17 miles. The Bartholomew County Comprehensive Plan classifies desired future land uses into land use districts, which should not be confused with zoning districts. These future land use districts express the vision of the people of Bartholomew County for the best use of land in their county.

Most of Bartholomew County's adjacent land is designated as General Rural District, which is less restrictive than the other two districts that border Jackson County (Agricultural Preferred and Natural Resource/Recreation Districts). Intensive development would be discouraged. The area is now a mix of farmland, woodlands, residential, some institutional (such as schools, churches and fire stations), and limited commercial (such as small stores). The general character of southern Bartholomew County is hilly and wooded, with many areas of steep slopes and scenic beauty. Much of the land in the General Rural District may not be suitable for septic systems, but the plan says that residential development is appropriate if served by public sewer and water, and if designed with good drainage systems. The plan encourages the General Rural District to be developed with cluster development and smaller lot sizes, in order to maintain open space and natural areas.

The second most frequent future land use adjacent to Jackson County is the Agricultural Preferred District. The Agricultural Preferred district includes prime farmland in Bartholomew County outside developed areas. Their comprehensive plan includes the goal of preserving productive farmland, as well as 18 policies directly relating to farmland preservation. There is also some Bartholomew County borderland that is designated as being in the Natural Resource/Recreation District, which borders the East Fork of the White River. The Natural Resource/Recreation District includes environmentally sensitive areas such as floodplains, rivers and streams, aquifers/other water supply areas, wetlands, environmentally important forests and other natural habitats, and parks and recreational areas. Bartholomew County's Comprehensive Plan includes several goals and policies relating to conservation of such resources, including the overall goal to, "Protect open space such as woodlands, floodplains, and wetlands for environmental, recreational, scenic and life-style benefits."

Brown County

Brown County is adjacent to the north of Jackson County, sharing approximately 13 miles of contiguous borders. Brown County does not have a Thoroughfare Plan, but its most recent comprehensive plan was revised in June 2002, and is a Policy Plan, which does not contain any type of proposed future land use map. The plan does contain goals, objectives and policies for the following categories: Residential Development, Commercial Development, Industrial Development, Environmental Concerns, Open Spaces and Recreation, Forestry and Agricultural Land Use.

There are a few area maps included in the comprehensive plan with attached comments about encouraging development in areas with public sewer, etc., but none of those maps are in areas near the Jackson County line. With a policy plan it is impossible to predict what Brown County land uses will develop adjacent to Jackson County. Since most of the southern part of Brown County (south of the Brown County State Park) is either in the Hoosier National Forest or has been identified as area to be acquired by the national forest, it is less likely that the land will be developed.

Jennings County

Jennings County is adjacent to the east border of Jackson County. These two counties share over 18 miles of contiguous boundaries, of which over 4.5 miles is within the Muscatatuck National Wildlife Refuge, which will remain undeveloped. Jennings County's Comprehensive Plan is also a policy plan, meaning that there is no future land use map, however, there is a Thoroughfare Map. Jennings County's plan was adopted in 1994. The US 50 West corridor, leading from Jennings County to I-65 in Jackson County was designated as one of three future growth corridors, prominently for residential development, but also possibly some industrial development. It is impossible to predict exactly what Jennings County land uses will be adjacent to Jackson County with their policy plan, since development is evaluated on a case-by-case basis.

Lawrence County

Lawrence County is directly west of Jackson County, sharing over 18 miles of contiguous border. Lawrence County does not have a plan commission or a comprehensive plan, or an existing county thoroughfare plan.

Monroe County

Monroe and Jackson Counties share 4 miles of contiguous boundary, with Monroe County being adjacent to the west, on the far north side of Jackson County's western boundary. The Hoosier National Forest spans both counties in the area, so development is unlikely. Monroe County's comprehensive plan was adopted in February 1996. The Recommended Future Land Use Plan shows the area adjacent to Jackson County as Public Open Space. The plan text further explains public open space as areas comprised of public parks, forest preserves, natural areas, greenway paths and existing major public open spaces and recreational areas. The Plan states that any private property within the open space designation will be classified as Natural Resource Residential, in order to protect sensitive watershed areas. Minimum lot size for Natural Resource Residential is 10 acres, and clustering is not recommended. All of the roads in the area are classified as Local Streets in the Thoroughfare Plan with the exception of Tower Ridge and Hunter Creek Roads, which are classified as Minor Collectors.

Scott County

Scott County shares over 10 miles of jurisdictional boundary with Jackson County, all of it along the Muscatatuck River. Since much of that borderland is in the floodplain, very little development is expected. Scott County's Comprehensive Plan was adopted in 2001, but does not contain a Thoroughfare Plan Component. The future land use plan does make some development recommendations near the county line.

Austin's new residential growth is expected to develop north and east of the town between Crothersville Road (northern boundary), SR-256 (southern boundary), the area outside the flood hazard area along the Muscatatuck River (western boundary) and County Road Terry Road (eastern boundary).

Areas planned for industrial development include the following:

1. South of Scottsburg's corporate line (northern boundary) between I-65 and Main Street and Hancock Road/SR-256 and from this point south along US-31 (western boundary), to the area between Underwood Road and Double-or-Nothing Road (eastern boundary), to Radio Tower Road (southern boundary).
2. North and west of Austin's TIF District outside the Muscatatuck River base flood.
3. West of Scottsburg between the area south of SR-56 (northern boundary), West Lake Road (southern boundary), Lake Road North (western boundary), and I-65 (eastern boundary).
4. In the Blocher area along SR-3, between the 3767 northeastern county line and just south of SR-56.
5. Near major transportation routes (I-65, US-31, SR-3, SR-56 and the railroad); topography with slopes of five degrees or less are suitable for industrial development.
6. Between SR-256 (northern boundary), SR-203/SR-56 (southern boundary), Scott County's Boundary (western boundary), and Scott County's eastern boundary (eastern boundary) if sanitary sewer and a rural waste water treatment plant is developed in the area.

Commercial development is expected on SR-56 west of Scottsburg; it is a well traveled route and is easily accessible from I-65.

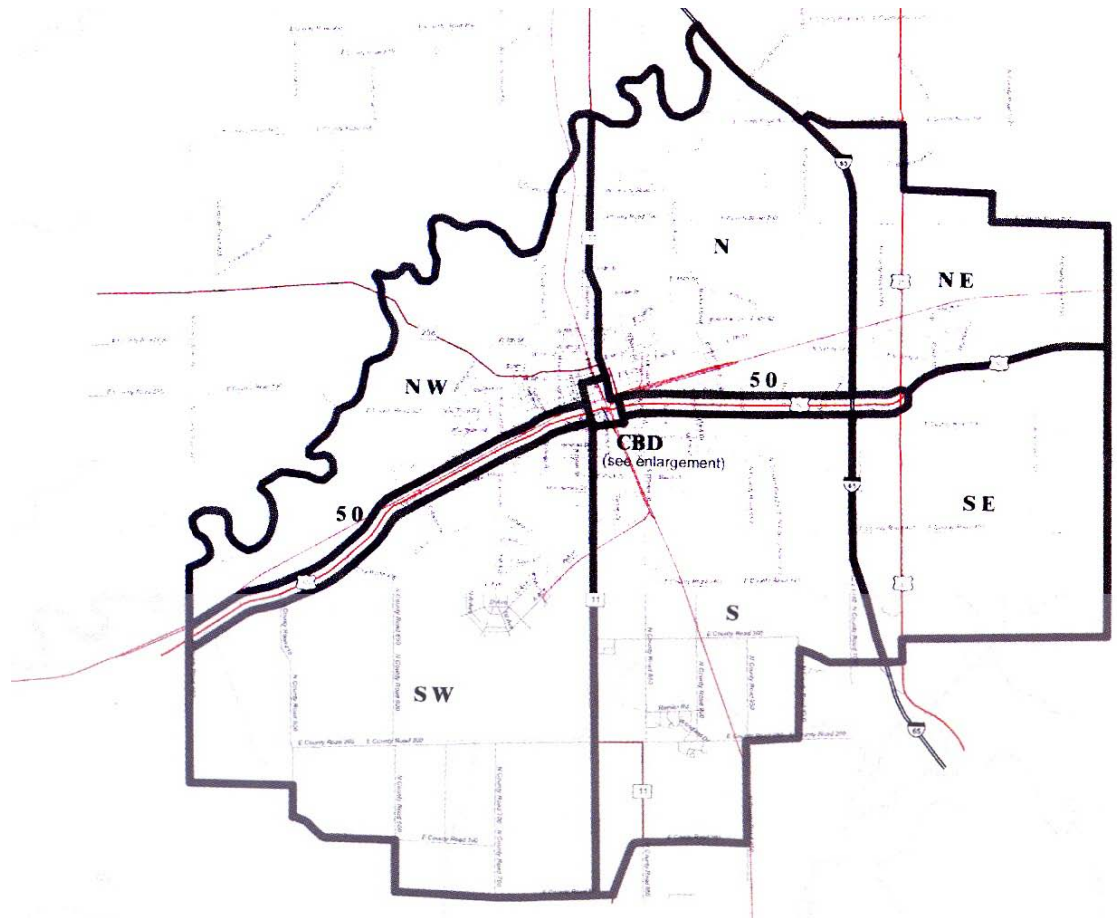
Washington County

Washington County is directly south of Jackson County, sharing approximately 25 miles of contiguous border, completely along the Muscatatuck River. Washington County does not have a plan commission, a comprehensive plan, or a county thoroughfare plan.

City of Seymour

Seymour is the only municipality in Jackson County that has their own comprehensive plan. Seymour's most recent comprehensive plan update was updated in 2003, but has not been adopted as of July 2006. One of the policies of the adopted plan is that the Major Thoroughfare Plan is to be amended after each comprehensive plan update. It does not appear that task has been completed.

Seymour has adopted a extra-territorial planning jurisdiction (ETJ), as allowed by Indiana State Law, and the comprehensive plan covers both the property that is within Seymour's municipal boundaries and the property that is within the ETJ. Jackson County is adjacent to the Seymour planning area's north, west and south borders, with Jennings County being adjacent to Seymour on the east.



The Seymour Planning Area was divided into 8 different character areas: NW, N, NE, SE, S, SW, US 50 Corridor and the CBD.

The Seymour Plan's CBD recommendations are not discussed below, since that character area is not adjacent to Jackson County's planning jurisdiction.

Northwest—The ETJ area in the Northwest Character Area is almost all floodplain, which will significantly limit growth in the area. The White River is seen as a valuable recreation amenity. Future land uses are to remain primarily residential.

North—The North Character Area ETJ is exclusively residential, with a rural pattern of development. The new Lutheran High School, the availability of utilities, flat terrain and ease of access are all factors that will likely spur future development.

Northeast—An interstate interchange area with regional commercial uses already exists in this character area, and the plan recommends limiting those commercial uses, so that they do not go further than the Hwy 31 corridor. Plans to extend water service under I-65 will increase development pressure. East of Highway 31 is recommended to be some type of residential development.

Southeast—The major land use in the southeast character area is the Muscatatuck Nature Preserve, although there are interstate dependent uses adjacent to I-65 and US 50. The plan recommends protecting the character of the area east of US 31.

South—The south sub-area has experienced a great deal of residential growth and is pegged for more development in the future. Topography makes sewer extensions challenging, so unless significant investment is made to extend the sewers, larger lots will be necessary to handle on-site sewage. Drainage is also an issue in this area.

Southwest—Outside the city limits, the land is almost exclusively agricultural. Additional new residential uses near Freeman Field may not be appropriate because of noise, etc.

US 50 Corridor—US 50 from US 31 east to the county line should only support limited neighborhood-serving retail uses. The plan recommends developing design standards for that area of the corridor.

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